



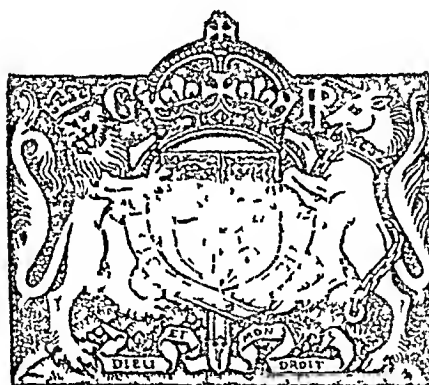
REPORT  
OF THE  
Unemployment Committee  
United Provinces  
1935



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1936



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SUPERINTENDENT, PRINTING AND STATIONERY, UNITED PROVINCES  
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# Report of the United Provinces Unemployment Committee

## PART I

### INTRODUCTORY

1. His Excellency the Governor, acting with his Ministers, was pleased to appoint this Committee in October, 1934. The terms of reference appear from a letter of the Secretary to the Government, United Provinces, dated the 5th October, 1934. "I am directed to say," so runs the letter, "that the Governor, acting with his Ministers, has been pleased to appoint the following Committee to go into the question of unemployment among educated young men, and to suggest practical ways and means for reducing the same"

*Terms of  
Reference.*

2. The personnel of the Committee was as follows :

*Personnel  
of the  
Committee.*

(1) The Rt. Hon'ble Sir Tej Bahadur Sapru, P C, K.C.S I, LL D. (Chairman)

(2) Captain Nawab Sir Muhammad Ahmad Sa'id Khan, K C S I, K.C.I.E., M.B.E., LL.D, of Chhatari (Bulandshahr)

(3) Raja Jwala Prasad Sahib, M I E (Ind ), late Chief Engineer, United Provinces, Dharamnagari Farm, Bijnor

(4) Mr T. Gavin Jones, 19 Cantonment, Cawnpore.

(5) Shri Sahebji Maharaj Lala Anand Sarup, Rai Bahadur, Dayal Bagh, Agra.

(6) Dr. Tara Chand, M A, D PHIL., Allahabad University, Allahabad

(7) Dr. A Siddiqi, M.A., PH.D., Head of the Department of Arabic and Persian, University of Allahabad

(8) Dr.S Higginbottom, M A, D PHIL, Principal, Agricultural Institute, Naini, Allahabad.

Mr Sohan Lal Srivastava, M.A, B SC., of the United Provinces Civil Service was appointed Secretary to this Committee

3. The Committee were authorized to visit the University centres and such other cities in the United Provinces as they considered necessary and to call for oral and written evidence from the public. Official statements, statistics and other information relevant



to the scope of the enquiry were to be made available to the Committee.

*Co-opted  
members*

4. After the public sittings at Allahabad on the 10th, 11th and 12th of January, 1935, the Committee felt that it might be useful to take power to co-opt some members at certain local centres. Accordingly Government were approached to authorize the Committee to co-opt members at certain centres. Permission being granted the following gentlemen were co-opted :

*At Benares*

(1) Principal A. B. Dhruva, M.A., LL.B., Pro-Vice-Chancellor, Benares Hindu University, Benares.

(2) Professor M. B. Rane, M.A., Head of the Chemistry Department, Benares Hindu University, Benares.

Nominated by the Vice-Chancellor of the Benares Hindu University at the request of the Chairman of the Committee.

*At Lucknow*

(1) Professor N. K. Sidhanta, M.A., Dean of the Faculty of Arts, Lucknow University.

(2) Mr. B. N. Das-Gupta, B.A., A.S.A.A., Incorporated Accountant, Dean of the Faculty of Commerce, Lucknow University.

(3) Dr. Radha Kamal Mukerji, M.A., PH.D., F.R.S., Professor of Economics and Sociology, Lucknow University.

Nominated by the Vice-Chancellor of the Lucknow University at the request of the Chairman.

*At Aligarh*

(1) Nawab Mohammad Ismail Khan, B.A. (Cantab), Bar-at-Law, Acting Vice-Chancellor, Muslim University, Aligarh.

(2) Professor A. B. A. Haleem, Acting Pro-Vice-Chancellor, Muslim University, Aligarh.

Nominated by the Vice-Chancellor of the Muslim University, Aligarh, at the request of the Chairman.

*At Agra*

Mr. C. Mahajan, M.A., Vice-Principal, St. John's College, Agra.

Nominated by the Vice-Chancellor of the Agra University, at the request of the Chairman.

*At Cawnpore*

(1) Mr. B. P. Srivastava, of the United Provinces Chamber of Commerce, Cawnpore.

(2) Mr. Shanti Naram of the Merchants' Chamber, United Provinces, Cawnpore.

Nominated by the two chambers respectively at the request of the Chairman.

5. The Upper India Chamber of Commerce were also requested to nominate a representative to act as a co-opted member ; but as their President, Mr. T. Gavin Jones, was already a member of the Committee they did not think it necessary to make any further nomination.

6 At the second sitting of the Committee at Allahabad, which was held on the 15th, 16th and 17th of April, 1935, the following gentlemen acted as co-opted members :

(1) Dr. N. R. Dhar, D.Sc. (London), Head of the Chemistry Department, University of Allahabad.

(2) Dr. Beni Prasad, M.A., PH.D., D.Sc. (London), Professor of Political Science, University of Allahabad.

Nominated by the Vice-Chancellor of the Allahabad University.

7. The Committee note with regret that Mr. S. K. Rudra, M.A. (Cantab), Economics Department, University of Allahabad, who was also nominated by the Vice-Chancellor of the Allahabad University to act as a co-opted member could not, owing to sudden illness, join the Committee.

8. Mr. Sohan Lal Srivastava, Secretary of the Committee entered on his duties on the 9th of October, 1934. The organization of the office and the collection of preliminary material, in consultation with the Chairman, took nearly a month's time. On the 21st of November, 1934, the Chairman called an informal meeting of the local members of the Committee for a general discussion. The proceedings of the informal meeting were circulated to all the members of the Committee and 8th December, 1934, was fixed for a formal meeting of the entire Committee

*Commencement of the work*

*First  
meeting  
of the  
Com-  
mittee*

9 Accordingly the Committee met at Allahabad on 8th, 9th and 10th December, 1934.

*Definition  
of terms*

10 The first question which engaged the attention of the Committee at its sitting on the 8th of December, was the meaning of the expression "educated young men" in the terms of reference quoted above. The Committee felt the difficulty of giving an exhaustive definition of the expression, but were generally of opinion that, while they would be glad to take into consideration the cases of those who had received education in private institutions such as *gurukuls* and *madrasas*, provided they were able to get some reliable information regarding them, they thought that as an objective test of education, they should keep in view the cases of those who had received education at the universities, intermediate colleges, high schools, vernacular middle schools, or at the industrial or technical institutions or professional colleges or schools and passed one of the examinations specified below.

M A , M Sc LL B . B A , B Com , B.Sc , B Ag ,  
Intermediate in Arts, Science, Commerce, and  
Agriculture, High School Examination, Vernacular  
Middle Examination, Oriental Titles Examination,  
Final Examinations of the technical institutions,  
Engineering, Medicine

11. At the outset the Committee are anxious to state that the test indicated above should not be treated as exhaustive. It was adopted by them as generally indicative of what is meant by the expression "educated young men." In the course of their inquiry, the Committee have been able to investigate the position of those who have taken University degrees, or passed the Intermediate Examination in Arts, Science, Commerce, Agriculture or Engineering examination with a considerable particularity. They regret, however, to observe that much as they should have liked to get some specific evidence with regard to the position of those who had passed the High School Examination, or the Vernacular Middle Examination, or the Oriental Titles Examinations, or the final examination of the technical institutions, the evidence before them has neither been specific nor adequate.

12. As regards medicine, the Committee regret that no evidence was presented at Lucknow and Agra which are the two centres of medical education in these provinces. But the deficiency, in this respect, has, to some extent, been made good by some information which has been placed at the disposal of the Committee by the Inspector General of Civil Hospitals. They have also had the benefit of a memorandum from Rai Bahadur Dr B. N. Vyas, Head of the Department of Pharmacology in King George's Medical College, Lucknow. The Committee were also able to record at Allahabad the evidence of some well-known representatives of the medical profession practising at Allahabad to which they will refer in the course of their report, and also of two representatives of the Ayurvedic and Yunani systems of medicines at Benares and Aligarh respectively.

13. What exactly is meant by unemployment is a question which has also been considered by the Committee. We feel that not infrequently it is loosely used to cover the cases of men possessing highly specialised qualifications who cannot get an employment in which they can make the best use of their special knowledge or that of graduates in Law or Science or Arts who can only get petty clerical appointments which are most uncongenial to them but which they accept as a matter of sheer necessity. Though such cases would not, strictly speaking, be cases of unemployment and will really be cases of misemployment (if we may use this phrase) or of wasteful and uncongenial employment, yet in popular mind they are treated as cases of unemployment, but cases of employed men who are thrown out of employment on account of circumstances over which they had no control such as serious illness may be legitimately treated as cases of unemployment. Two further questions arise. They are (1) what is meant by 'a young man,' and (2) how long after completing his education should a young man ordinarily wait for employment and after what length of waiting should we treat him as unemployed. As to (1) and (2) we think that for the purposes of this report we should not take into account the cases of men who after completing their education at a university have to wait for about two years, or the cases of those who after completing their school education have to wait for a similar period. Ordinarily our young men take their degrees between the ages of 21 and 24. In their case we should treat those as

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unemployed who are without employment between the ages of 23 and 26. Similarly, though somewhat indulgently, in the case of men with only school education, we should treat all those who have finished their school education but do not want to proceed to any university as unemployed. We have adopted this only as a working basis, though we confess it has not been possible for us to get reliable figures of the total number of men who are unemployed according to the view we have just expressed.

*Ques-  
tionnaire*

14. It may be mentioned here that at the informal meeting of the local members of the Committee on the 21st November, 1934, to which reference has already been made, it was decided tentatively to draw up a questionnaire and to circulate it among all the members of the Committee for suggestions and approval. Accordingly the Secretary made a preliminary draft which was circulated among all the members. When the first meeting of the Committee took place in December, as stated above, the questionnaire was discussed at great length and put in its final shape after amendments and additions. The questionnaire is attached to this report as an appendix. (See Appendix I.)

*Circula-  
tion of  
the ques-  
tionnaire*

15. The questionnane was issued to the press (including the vernacular press) and was also sent to :

- (1) The Director of Public Instruction
- (2) The Director of Industries.
- (3) The Director of Agriculture.
- (4) The Registrar, Co-operative Societies.
- (5) All Heads of Government departments.
- (6) All Commissioners of Divisions.
- (7) All District Judges.
- (8) All Inspectors of Schools and all Principals of Intermediate Colleges.
- (9) All Chairmen, District Boards.
- (10) All Chairmen, Municipal Boards.
- (11) All District Officers.
- (12) All Members of the Legislative Assembly in the United Provinces.
- (13) All Members of the Legislative Council, United Provinces.

- (14) All Secretaries of Zamindars' Associations.
- (15) All the Vice-Chancellors of the Universities.
- (16) All Chambers of Commerce.
- (17) Representatives of University Students' Associations.
- (18) All Secretaries of Bar Associations.
- (19) Those who had submitted their memoranda, or opinions and suggestions.
- (20) All likely witnesses or those who requested to be supplied with the questionnaire:

16. The Public sittings of the Committee opened at Allahabad on the 10th January, 1935, in the North Hall of the Senate House which was kindly placed at the disposal of the Committee by the Vice-Chancellor of the Allahabad University. It lasted up to the 12th of January, 1935. They recorded the evidence of 14 witnesses and paid a visit to the Agricultural Institute, Naini, Allahabad, on the 12th January, 1935.

*Public sittings.*

17. The Committee then decided to visit Benares and Lucknow. At Benares they held their sittings on the 18th, 19th and 20th of February, 1935, at the Hall of the Agricultural Research Institute which was kindly placed at the disposal of the Committee by the Vice-Chancellor of the Hindu University. They recorded the evidence of 28 witnesses at Benares.

18. The Committee then met at Lucknow on the 21st, 22nd and 23rd February, 1935, at the University Office buildings which were kindly lent by the Vice-Chancellor of the Lucknow University and examined 18 witnesses there.

19. The Committee met next at Aligarh on the 11th and 12th of March, 1935, in the Strachey Hall of the Muslim University which was also kindly placed at their disposal by the Vice-Chancellor of the University, and examined during their sittings at Aligarh 20 witnesses.

20. The Committee then passed on to Agra where they met on the 13th and 14th of March, 1935, at the Hall of the Intermediate College, Dayalbagh, which was kindly placed at their disposal by Shri Sahebji Maharaj Lala Anand Sarup, Rai Bahadur, and at Agra they recorded the evidence of 13 witnesses.

21. The next sittings of the Committee took place at Cawnpore on the 15th and 16th of March, 1935, in



the Hall of the Upper India Chamber of Commerce, which was kindly lent by the President and the Secretary of the Chamber and during their two days' sittings they examined 17 witnesses.

22. The last public sittings of the Committee took place at Allahabad on the 15th, 16th and 17th of April, 1935, at the University Library, in order to record the evidence of some witnesses which could not be recorded at the January sittings, mainly because the memoranda of some witnesses were not ready at that time. At this sitting at Allahabad the Committee also recorded the evidence of some witnesses belonging to other stations who preferred to be examined at Allahabad

23. All together the total number of witnesses examined is as follows

(1) Official	30
(2) Non-official	97
Total	<hr/> 127 <hr/>

A complete classified list of the witnesses is attached to this report as an appendix. (See Appendix II.)

24. The Committee regret the delay in the submission of the report. Part of the delay has been due to the absence of the Chairman between 23rd April and 9th July, 1935, in Europe, but they are glad to be able to avail themselves of certain information and material collected by the Chairman during his visit to Europe and they will refer to it in the course of their report.

25. The Committee are far from suggesting that their inquiry has been as extensive or as thorough as the nature of the subject and the difficulty of the problem appear to call for. They would, however, point out that no reliable statistics of unemployment among the educated classes in these provinces or for the matter of that in any part of India were available to them. Such statistics do not appear to have been kept by universities or educational institutions in general, or by any department of the Government, and the last Census Report of 1931 of these provinces does not throw much light on the question. All that it states is as follows :

“An attempt was made at this census for the first time to collect statistics of the educated unemployed, and the results

are given in Imperial Table XII The return was confined to males who could read and write English, and who were out of employment, and seeking it, or unsuitably employed in view of their educational qualifications The innovation failed to a large extent, as many people refused to fill in the forms for various reasons, among which may be mentioned the following

(1) Some thought it undignified to fill in the forms

(2) Others were apathetic and thought that no good would result from so doing

(3) Congress was, at the time of the Census, employing and paying as volunteers many who would otherwise have been unemployed

(4) The political boycott of the Census in general was especially strong in towns where most of the educated unemployed were to be found In some parts Congress volunteers spread a rumour that this was a ruse on the part of Government to secure the names of those unemployed and so probably taking part in the Civil Disobedience Movement, with a view to barring them from future employment in Government service, or to meting them out punishment in some form or other later on. Another rumour had it that Government was trying to win over the unemployed by falsely raising their hopes of securing employment "

26. At this stage the Committee would like to point out that "the increasing importance of the problems to which unemployment among young persons gives rise and the necessity of taking steps to combat its effects, have led in several countries to investigations into the extent of such unemployment" (*Vide* Report III of the International Labour Conference, Nineteenth Session, Geneva, 1935 on "Unemployment Among Young Persons," page 6.)

27. The statistics given in the report quoted above although incomplete and not comparable from one country to another, afford sufficient illustration of the gravity of the problem of unemployment among young persons. It is of particular interest to note the proportion of young persons among all the unemployed recorded in the various countries. These percentages are given in the following table :

*Unemployment of young persons as percentage of total unemployment.*

Country	Age group (years)	Date	Percentage		
			Total	Males	Females
Czechoslovakia	14—24	July, 1932	24.6		
		Feb. 1933	22.8		
Denmark	18—25	May, 1933	28.1	27.9	29.3
Finland	16—25	Oct., 1933	23.3		
Germany	Up to 24	June, 1932	26.1	23.4	36.7
		June, 1934	18.8	16.1	29.9
Great Britain	14—24	1931	30.2	25.4	44.2
Hungary	Up to 24	1930	42.0		
Italy	15—25	1932	41.5	32.7	57.6
Netherlands	Up to 25	Oct., 1933	27.8		
Norway	18—24	1933	27.0		
Sweden	16—25	Nov., 1933	33.7		
Switzerland	Up to 24	July, 1934	15.0	14.0	17.0
United States	15—24	April, 1930	27.6	24.8	42.4

“There is presumably,” says the same report, “no need to emphasize the importance, as a basis for effective action, of knowing as accurately as possible the exact extent and the incidence of unemployment among young persons. Good statistics will be most useful in appreciating the desirability and relative importance of the various measures.”

28. Among the recommendations which the authors of the Report made is Recommendation no. 42 with regard to statistics, and we desire to quote it *in extenso*.

“Unemployment insurance institutions, public employment exchanges, and other institutions which compile unemployment statistics, should include in their statistics, figures showing the extent of unemployment among persons below the age of 25.”

These figures should be classified so as to show the distribution of such unemployment

(a) according to sex,

(b) according to age, juveniles (persons under 18 years of age) and other young persons (persons between the ages of 18 and 24 inclusive) being classified separately

(c) according to occupation, persons who have never been in paid employment being classified separately It would be appropriate to classify such persons according to the occupation for which they have been trained or in which they have applied for employment ”

It is obvious that some of the conditions such as unemployment insurance and the institutions connected therewith do not exist in India ; and taking into consideration the present financial position of the country, the Committee are not hopeful that any such scheme of insurance can be undertaken by the present Government or by the Government that will succeed the present under the new constitution in the near future At the same time, they feel that it should not be beyond the competence of universities, educational institutions, Government departments and local bodies to keep regular statistics of unemployment.

29. The Committee would also quote here Recommendations 43 and 44 of the report just referred to. They are as follows :

“ 43 Where regular unemployment statistics do not exist and for the purpose of supplementing such statistics, special inquiries should be made from time to time with a view to obtaining the above information and complementary information upon such matters as the length of unemployment and occupational history of the persons concerned ”

“ 44. Where the general census returns include information concerning unemployment, the returns should be analysed for the purpose of obtaining, in so far as possible, the information referred to in the principle 42 ”



## CHAPTER I

PREVIOUS INVESTIGATIONS BY COMMITTEES IN INDIA  
AND DEBATES IN LEGISLATIVE BODIES

30. We would at this stage just briefly review the history of this question as it has developed during the last 10 or 12 years. So far as we have been able to ascertain the question was raised for the first time in Bengal by the late Rai Bahadur Radha Charan Pal, M.L.C., who moved a resolution at the meeting of the Legislative Council held on the 30th March, 1922, suggesting the appointment of a Committee to investigate the problem of unemployment among the educated middle classes of Bengal and to suggest remedial measures. The resolution was carried in an amended form, and in pursuance of it the Government of Bengal in the Ministry of Agriculture and Public Works appointed a Committee to investigate the problem and submit a report. The Committee submitted a report on the 10th November, 1924. We are indebted to the Hon'ble Nawab K. G. M. Farouqui, Khan Bahadur, Minister of Industries and Agriculture of the Bengal Government, for having kindly furnished us with a copy of the scheme for the establishment of four demonstration parties in several small indigenous industries in Bengal such as (a) jute-weaving and wool-weaving; (b) umbrella-making, (c) brass and bell-metal manufacture; (d) cutlery manufacture; (e) potteryware manufacture, (f) boot and shoe-making; and (g) soap manufacture; and also a copy of the letter from the Director of Industries, Bengal, to the Government of Bengal in which the scheme is explained at length.

*Recent  
History  
of the  
Problem.*

*Bengal.*

*Nawab K.  
G M  
Farouqui,  
Khan  
Bahadur*

"When the scheme," so runs the letter of the Director, "was started grave doubts were expressed regarding the readiness of Bhadrakalok educated young men to take to industrial vocations, the pursuit of which they had so long considered to be beneath their dignity. Indeed it was recognized that long established social usages had proved a grave deterrent to their taking advantage of industrial training to which they had not been accustomed. But although in the beginning educated young men of the Bhadrakalok class exhibited some diffidence in enlisting themselves for such training their shyness has worn off. Among applicants who responded to the advertisement for candidates are found not only ordinary graduates of the University, but also young men possessing the highest academic qualifications, viz, M.A.'s and M.Sc.'s. This completely dispels all doubts about

educated young men adopting industrial careers and invests the scheme with additional importance as a method of helping the solution of the acute problem of unemployment in the province. This in itself is a great achievement, the importance of which cannot be exaggerated. It has also to be noted with satisfaction that a number of intelligent and educated guardians of the young men trained by this department have provided funds for their wards to start factories.

As the letter itself says :

“ It may be too early yet to say that the scheme will be wholly as successful as was anticipated, yet the results obtained certainly contain the promise of substantial success ”

. We gather that :

“ four hundred and four otherwise idle and unemployed *Bhadraloks* have had the advantage of a practical career and outlet for improving the technique and craftsmanship of new or existing cottage industries of their country. Of this number 165 have given tangible evidence of having actually found definite employment in the industries in which they have been trained ”

31. We would like to quote the following paragraph from the letter of the Hon'ble Nawab Farouki, dated the 18th April, 1935, to our Chairman :

“ Recently,” writes the Nawab, “ I asked the Department of Industries to collect information about the students who had been trained under the scheme since adopted. Some 800 young men of the *Bhadralok* class who might otherwise have remained idle and discouraged have been trained. Though we have not been able to obtain particulars about the present occupation of all the trained young men, we have definite information that about 150 of them have started small factories of different kinds giving employment to three or four or even more workers in each case, and many of them have written to express their gratitude for the opportunity given to them and their confidence that they can make further progress in the line which they have adopted. We have besides the particulars of about 90 more who have secured employment in already established industries. Taken by themselves, these figures may not be very striking and I may have touched only the fringe of the problem. The resources at our disposal for the purpose are limited to a lakh of rupees and the sum is admittedly too small to deal with a problem of such vast proportions. Yet I feel satisfied that the scheme has succeeded in one respect, in that it has been able to impart an industrial bias to the educated young men of the province to whom until recently the idea of taking to manual work was anything but welcome. Young men having high academic attainments have come forward to receive training under the scheme and by reason of their superior intelligence they have naturally been doing better than others. I am glad that this

aversion to manual labour is gradually disappearing and our scheme has to no small an extent been responsible for removing this prejudice against the true dignity of labour. The immediate results of the scheme may not be strikingly demonstrative but its success must be judged in the light of the fact that it has been able to bring about in our young men what may be called 'industrial-mindedness'. I hope you will agree with me that our country needs nothing more urgently than that at the present moment."

32. In 1926, the late Mr. A. Rangaswami Iyengar moved the following resolution in the Legislative Assembly on the 28th January, 1926 :

*Assembly  
Debate*

"This Assembly recommends," so runs the resolution "to the Governor General in Council that he may be pleased to appoint a Committee having a non-official majority to investigate into the problem of unemployment among the middle classes and suggest remedies for the same."

An important amendment was moved to the above resolution by Sir P. S. Sivaswami Aiyar, K.C.S.I., in which he suggested the devising of suitable remedies whether by a system of industrial and technical education, or by a revision of the existing system of education, or by offering encouragement to the starting of new industries, or by opening new avenues of employment, or by the establishment of employment bureaux, or by all these or any other means.

Another amendment was moved by the late Lala Lajpat Rai which was more or less to the same effect. We have read the debate with great interest and profit but without discussing the views of the non-official members of the Assembly we would like to refer to the speech of the Hon'ble Sir Bhupendra Nath Mitra, who spoke for the Government of India. Sir Bhupendra, after reviewing the whole debate and referring to the action, which according to him was taken by the Government of India up to that time for dealing with this problem observed as follows :

"All that I have said indicates the importance of leaving the Provincial Governments, at least at the earlier stages, a free hand to deal with the problem. I have already pointed out that the Provincial Governments are not unmindful of their obligations in the matter. When these Provincial Governments, particularly of the provinces where there is unemployment among people at large or among the educated middle classes, when they have investigated the matter with the help of local Committees on which they are appointing large numbers of non-officials, there may come a time when it may be necessary to appoint a Central



Committee, and when that stage is reached, in fact when the Provincial Governments come up to the Government of India and tell the Government of India that the time has been reached when a Central Committee is required for the purpose, of co-ordination and co-relation, the Government of India will not hesitate to appoint that Committee. At the present moment the appointment of such a Committee would be perfectly futile as has been brought out by various speakers who have preceded me. It will not only be futile, but it may be taken exception to by the local Legislative Councils and the Ministers."

Finally he wound up by saying that the only action which the Government of India could possibly take under the existing conditions, even if this resolution in some form or other were passed by the Assembly, would be to draw the attention of the Provincial Governments to the resolution. The amendment moved by Sri P. S. Sivaswami Aiyer was carried by 48 votes against 46.

33 Two years later, that is to say on the 15th February, 1928, a similar resolution was moved in the Council of State by the Hon'ble Mr. P. C. Desikachari. The spokesman of the Government in the Council of State was the Hon'ble Mr. (now Sri) Arthur McWatters. Speaking on behalf of the Government he said,

"the detailed enquiry is, in the first instance at any rate a problem for the Provincial Governments and we are satisfied that they are very much alive to it and are dealing with it. So, for the present we do not see any need for a central Committee. No Local Government has asked for a central Committee. If they do so, the matter would of course be considered, but for the moment we think that it is a matter which is primarily for the Provincial Governments to deal with."

34. It appears from the speech of Sir Arthur McWatters that the Government of India addressed the Provincial Governments on this question in May, 1926. In their letter the Government of India appear to have pointed out that the real causes of unemployment were far deeper and far more complex than they were supposed to be or could be explained by mere trade depression.

"The educational system, the state of industrial development,' say the Government of India, "the changes that are being slowly wrought in the structure such as the gradual disintegration of the caste system, which at one time operated to prevent middle class unemployment by restricting admission to the clerical professions, and at the bottom psychological factors inherent in the habits and customs of the people are a contributory causes to a state of affairs for which from the

nature of the case no Government can find a panacea. The people alone can produce a change, and the change must necessarily take time to accomplish."

They went on to say further ;

" These considerations, however, must not stand in the way of the adoption of any measures which would tend to alleviate the situation, and the opposition of the Government of India to the resolution in the Assembly was based not on these considerations, but on their conviction that the problem is one which must be tackled in the first instance by local Governments and local bodies. It is not merely the case that the problem differs both in nature and extent in different parts of India, but it seems to the Government of India that such remedies as may be found practicable are remedies which local Governments and more particularly the Transferred sides of local Governments can apply. They can only, for the present, ask that the problem, the gravity of which they fully recognize, should receive the most careful consideration of the local Governments "

35. We would also like to draw attention to a very recent debate on this subject in the Council of State which was raised in March last by the Hon'ble Rai Bahadur Lala Jagdish Prasad, who moved a resolution recommending to the Governor General in Council that he should take adequate and effective steps to relieve unemployment in the country. In replying to the debate on behalf of the Government, the Hon'ble Mr. D. G. Mitchell referred to figures of employment in the three main industries—that is factories, mines, and railways. According to him all the factories, mines railways employed just over  $2\frac{1}{2}$  million people. He admitted that there had been successive drops of 64,000, 166,000, 52,000 and 18,000, till in 1933 the employment figures had dropped to 2,200,000. He further pointed out that the drop had become less acute in the last two years. From 166,000 in 1931 it fell to 18,000 in 1933. He summed up the whole position as follows :

" The Government of India have indulged in no wild schemes. It has kept its head. It has balanced its budget. It has carried out various sound measures of economic reconstruction, and it has kept India in such a position that it is now better equipped than almost any country in the world to take the fullest advantage of economic recovery when it occurs. Sir, I regret that I must oppose the Resolution moved by my honourable friend. It is so framed and it has been so supported that it would seek to force Government to depart from its present sound policy. To that, Sir, Government cannot agree, and I must resist the Resolution."

In the result there were 18 votes recorded for the resolution and 34 against it. We may point out that the resolution, as framed and moved, was in very general terms. It asked for adequate and effective steps to relieve unemployment in the country. It was not limited to unemployment among the educated classes with which we are mainly concerned. Nevertheless, it is clear that the resolution as worded includes the narrower issue which has been committed to us. While we are willingly prepared to admit that the Government of India has kept its head and kept it above water, that it has balanced its budgets, we are not prepared to admit that the problem of unemployment among the educated classes has been as seriously dealt with as it should have been, having regard not merely to economic considerations but also to the political reactions of unemployment upon the general situation in the country.

36. We have been at pains to refer in some detail to the discussion that took place a few years ago in the two houses of the Central Legislature to show the precise decision which was taken by the Government of India at that time. While we recognize the force of the argument which was put forward on behalf of the Government of India both in the Assembly and the Council of State, the course of events in subsequent years and the steady and continuous deterioration of the situation between 1926 and the present year compel us to hold that, in the interest of the country as a whole, it would have been much better if the problem had been tackled from the very start on an all-India basis, making suitable provision for local conditions and local needs. We are distinctly of the opinion that there are several remedial measures which can be taken only by the Government of India and in regard to which the local Governments, whether on the Transferred side or the Reserved side, must find themselves unable to take action independently of the Government of India. The question of employment is intimately connected with the development of big industries and the development of big industries, in its turn, raises many intricate questions of policy relating to Finance, Currency, Tariffs, etc., which are clearly outside the scope of the Provincial Governments. It is conceivable also that in regard to the development of agriculture too there may arise, and there will probably

arise, many questions of policy which will be beyond the purview of the local Government. We do not say and should not be understood to say that local Governments can absolve themselves altogether of their responsibility in this matter. There are many things which lie clearly within the ambit of the local Governments but there are several others which are outside their ambit, and we feel that the local Governments will find themselves handicapped in regard to certain matters which depend upon the adoption of a policy affecting the larger interests of Indian development. We are, therefore, clearly of the opinion that whatever justification there might have been in 1926 for postponing action by the Government of India there seems to be little now, particularly if it is borne in mind that notwithstanding the hope that was expressed by the Government in 1926 and again in 1928 that the problem would be dealt with initially by local Governments and notwithstanding the fact that in the year 1927 immediately after the debate that is to say one year after the debate in the Assembly, several local Governments appointed provincial committees to go into the question, the problem has only tended to become more and more acute.

37. We have read the proceedings of the debate which took place in the United Provinces Legislative Council on 20th August, 1925, as a result of which a resolution recommending the appointment of a mixed Committee of officials and non-officials was passed to suggest ways and means to alleviate the conditions of unemployment prevailing among the educated classes of these Provinces. The next step was the appointment of a committee by the Local Government on 4th November, 1927, under the Chairmanship of the Hon'ble Rai Rajeshwar Bali, the then Minister for Education. In paragraph 15 of their report the Committee very rightly observed :

*United  
Provinces  
Legislative  
Council.*

“The existence of an increasing class of the community superior in education and intelligence to the masses, but without occupation and discontented, unemployed and liable as a result of idleness quickly to become unemployable, constitutes for the State an economic loss and a political danger. Public opinion rightly attaches much importance to the question and demands action by the Government.”

38. The Committee made certain recommendations. They were as follows :

“That as an experimental measure an employment bureau should be formed in each of the following places

Lucknow,  
Allahabad,  
Cawnpore, and  
Agra

Each bureau should consist of not more than seven persons including both the Chairman and the Secretary, all to be nominated by the Government. The objects of the bureau should be

(i) to maintain a register of middle class students who have passed (a) the High School Examination, (b) the Intermediate Examination, (c) a University Degree Examination,

(ii) to ascertain what openings for employment there are for those with these qualifications,

(iii) to help them to obtain employment by putting them in touch with employers desiring such men, and *vice versa*

(iv) to give advice to parents and school masters about the course of preparation suitable to their boys, and to give advice to boys leaving school and either help them to obtain employment or recommend to them what further course of training or education they should undergo

(v) to issue an annual report giving

(a) the number of students for whom the bureau has been able to find employment,

(b) the number of students who through no fault of their own have been unable to find employment,

(c) the number of appointments available for which suitable candidates were not available,

(d) suggestions for the provision of facilities for training not at present available

(e) any facts observed bearing on the causes of unemployment of the middle classes, and

(f) any proposals for improving the usefulness of the bureau ”

39. The Committee further recommended that the Government should give a grant of Rs 200 per mensem to each bureau. This grant would cover the cost of rent, clerical assistance, contingencies, and honorarium (Rs 50 per mensem) for the secretary. The grant should be sanctioned in the first instance for three years. The total cost for the four bureaux would be Rs 9,600 per annum.

40. Rai Rajeshwar Bali who had, by the time the report came to be written, ceased to be a Minister, recorded a separate note in the course of which after referring to the resolution of Nawabzada Liaquat Ali Khan dealing with the subject in the United Provinces Legislative Council in February, 1928, observed as follows :

“The more I ponder over the subject, the more strongly comes the conviction to me that mere palliatives would hardly do or enable us to tide over difficulties for even a short time. The causes of unemployment among the educated classes are not superficial or temporary. But they lie deep, among other factors—some of which have been mentioned in the report—in the unsound educational and economic policy of the Government both central and local and much more the former, followed in the past. Thus it is State action alone which can undo the evil to the extent to which it is due to its own past policy, and provide reasonable facilities for the development of private enterprise and effort among the people.”

41. We have quoted above the main recommendation which was made in respect of the establishment of employment bureaux at four places. We find, however, from the memorandum of Mr. H. R. Harrop, M.A., I.E.S., Director of Public Instruction, United Provinces, that this suggestion was not followed up. The Secretary of the Board of High School and Intermediate Education appears to have prepared a Handbook containing information regarding suitable openings of employment and the Handbook is on sale at the Government Central Press at 4 annas\* a copy.

*D. P. I's  
memoran-  
dum.*

“The Secretary of the Board of High School and Intermediate Education,” says Mr. Harrop, “has also opened a register of candidates for employment. Each candidate had to pay a registration fee of rupee one and was supplied with a copy of the Handbook. So far, 144 candidates have registered their names. The Inspectors of Schools were written to by the Director of Public Instruction who pointed out that no measures for providing employment would be effective in existing circumstances that did not deal with individuals, that the headmaster or the principal of an institution should be able to advise regarding the careers of each student in his school; that every head of an institution should regard it as part of his duties to familiarize himself, with the help of his staff, with the capacity, character and circumstances of every student of his institution and with the possibilities of employment open to the students; that the head of each institution should regularly see guardians

\* We find from the Handbook that the price is 12 annas

and students and discuss with them the aims that the students have in view. The Inspectors were also asked to arrange for meetings of the heads of institutions at each educational centre for the purpose of getting into touch with employers and for collecting and disseminating further information regarding possibilities of employment such as openings in local business. The Inspectors were asked to get in touch with the heads of institutions in this matter. I would here note that in England the most efficient of the agencies which have been established to advise as to the choice of employment and work amongst secondary schools pupils is an Unemployment Committee of the Headmasters' Association."

42. We have quoted *in extenso* the relevant paragraph from the memorandum of the Director of Public Instruction. We have no doubt that the directions given in paragraph 3 just quoted were most excellent. We, however, doubt very much whether these excellent instructions have led to any appreciable results. We cannot overlook the fact that the recommendation of the Committee, to which we have referred above, namely that the Government should give a grant of Rs.200 to each bureau has never been carried out and the treatment of the question has been left in the hands of the Inspectors who, we presume, have enough of departmental work to do. We also doubt very much whether many of the headmasters in the United Provinces possess the necessary qualifications which are often found in England among the schoolmasters whose duty it is to advise boys as to the choice of careers.

43. We may now refer, by way of comparison, to the committees which were appointed to deal with the question of employment in other parts of India. The Punjab Government also appointed a Committee, in 1927 with Sir George Anderson, K.T., C.I.E., Director of Public Instruction, Punjab, as the President. They made 24 recommendations some of which are common to several other reports and will also find a place in our recommendations. The recommendations in the report were made on the assumption that it is possible to reform the existing educational methods in such a way as to make education in its early stages a real education fitting its recipients to proceed either to higher literary or professional education or to industrial or commercial training or enabling them to take up their ancestral occupation, at any rate under no handicap, if not with better equipment than they would have possessed if

they had not received it. In a note appended to this report Sir George Anderson observed that :

“ It is difficult to resist the conclusion that the rush to join anglo-vernacular classes with a view to preparation for the matriculation examination is most inadvisable, at any rate, from the point of view of unemployment. It is suggested, therefore, that unpromising and needy boys should not be tempted into this dangerous path by easy examination standards and by excessively cheap education.”

We are not in a position to express any opinion as to how the Punjab Government have dealt with this problem since this report was submitted to them.

44. In the same year, that is to say 1927, the Bombay Government directed the Director of Information and Labour Intelligence to collect statistics regarding middle class unemployment. The Labour Office thereupon undertook the work and carried out an inquiry and submitted a report. It is pointed out that in a Presidency like Bombay where capital and labour are largely unorganized and where the State has no direct relation with either, it is difficult even to collect statistics of unemployment of the working classes. The difficulty in the case of the middle classes was therefore naturally greater. What exactly is the position in Bombay at present in respect of the employment of the educated class and what action has been or is being taken by the Government of Bombay, we are not in a position to say definitely. *Bombay.*

45. In Madras the Local Government appointed a Committee in 1927 with the Commissioner of Labour, Madras, as the President. *Madras.*

Among the important remedial measures which they recommended may be mentioned the following :

(a) The principal remedy for the present unemployment should be the diversion of the educated middle classes, especially those who own or occupy land, to agriculture.

(b) Larger facilities should be given for education for a practical career, and especially for agriculture. The Committee hopes that zamindars will encourage specialists in agriculture to a greater degree.

(c) The secondary schools course should be re-organized when necessary to suit the requirements



of agricultural and technical and industrial schools and higher technological institutions.

(d) Extension of primary education and necessary training of the requisite number of teachers and the improvement of their prospects is a remedy for unemployment.

46. Their general point of view is thus summed up in the report :

“The main fact is that South India is, and will be for some time to come, an agricultural country just as New Zealand, Australia, Canada and South Africa. Her great irrigation systems, her rice, her cotton, her groundnuts, are products of which any country would have a right to be proud. Let her leave for the few the Government service and the Law and devote her talents and energies for the improvement of agriculture with industries being gradually developed, and the problem of unemployment will be solved.”

Whether anything has been done by the Madras Government on these lines, and if so with what result, we cannot say with any degree of certainty, though our impression is that the problem of unemployment there too is as acute as anywhere else.

47. Our attention has also been drawn to two interesting reports of two committees appointed by the Government of a leading Indian State. We refer to Travancore. The Travancore Government appointed a Committee in 1928 which reviewed the position in Travancore at great length and made certain definite suggestions. The Travancore Committee observed that the problem under investigation was by no means peculiar to Travancore. It was an All-India problem. Nearly ten years ago the report of the Sadler Commission commented on the gravity of the situation in Bengal. In discussing the causes of unemployment they observed

“That it is perfectly clear that the supply of educationally qualified persons seeking employment has been in recent years very much in excess of the demand for their services.”

They think that among the causes of this maladjustment are :

(a) increase in population ;

(b) slowness of the official and professional class in adjusting themselves to changed conditions.

They made certain recommendations in regard to education and certain other recommendations on agricultural and industrial questions which it is not necessary for us to notice at length.

48 The other report is a comparatively more recent one submitted by the Travancore Education Reforms Committee. This Committee, however, observed :

“ We should not lay stress on the increase in population in Travancore in connection with the increase in unemployment, were the decennial increases in population in Travancore anywhere near normal expectancy or comparable to the increases found elsewhere in India. The increases in population in Travancore, however, have been far from normal and very much larger than increases elsewhere in India, and in consequence, the difficulty of the State in being able to support its population and to absorb profitably, into normal occupation, the educated young men and women in its population, has been greatly intensified. Fifty years ago, the total population in Travancore was approximately two and a half millions. The total population now is over five millions.

We may here draw attention to the fact that according to the last Census Report the population of the United Provinces (British territory) is 48,408,763, and of States is 120,670.

49. Among other causes of unemployment the Travancore Education Reforms Committee mentioned the following :

(a) the economic depression ;

(b) the belief among those classes who formerly earned their livelihood by manual labour and artisan occupations that education should raise their level of employment and give them opportunities to enter professional occupations ;

(c) the pressure of population on the land, the inadequacy of small holdings to work profitably and the insufficiency of agricultural land for distribution amongst educated persons willing to be settled on the land ;

(d) the unwillingness on the part of the large number of educated men who, having left off education at various stages between the vernacular middle school and the University, are unwilling to accept any form of employment involving manual labour and who prefer to continue to search for

clerical occupations rather than adjust themselves to circumstances.

We are inclined to agree with this diagnosis of the trouble so far as it goes because we think it equally applies to our provinces. In the opinion of the Travancore Committee,

“The educational system should be so adjusted that, while all children are made permanently literate, there will be less pressure on the professional and clerical occupations and less danger of unfitting young men from earning their living by manual occupation of all kinds” “We have recommended,” say the Committee, “a complete revision of the primary school curriculum bringing it more into touch with local conditions, the abolition of the higher grade literary vernacular courses, the opening of vocational bias schools, the restriction of admission to secondary schools and colleges and the opening of higher grade industrial and technical schools. The restriction on admission and the diversion of pupils will not ensure greater employment unless industries develop and trade revives, but the disappointments are less and the financial waste is small if the numbers of unemployed with high qualifications, acquired often at great sacrifice, are reduced. Further, the practical ability to do productive work must always be a greater asset to the individual than the mere literary ability which is all that the majority of students now obtain.”

50. We attach considerable importance to this report coming as it does from an advanced Indian State. We must not be understood to say that we agree with every one of their suggestions though there are many which we are prepared to endorse. When we come to deal with the question of education in all its stages we shall make appropriate recommendations.

## CHAPTER II

## GENERAL REVIEW OF EVIDENCE ON UNEMPLOYMENT

51. We have pointed out above the difficulty which we have felt in the course of our work in the absence of any statistics on the question of unemployment among the educated classes in these provinces. In judging, however, of the extent of the problem we have to take into consideration the evidence which we have recorded at various places, and we feel we are entitled also to rely upon our general observation and experience of the state of things prevailing in these provinces.

52. The general impression left on our minds is that the situation has been steadily deteriorating during the last 10 or 15 years, and that during the last five years in particular, the problem has become increasingly acute. As illustrating our view we would refer to certain typical statements made before us. Mr. S. T. Hollins, Inspector General of Police in these provinces, in the course of his very valuable evidence stated as follows :

“Every year,” said Mr. S. T. Hollins, “hundreds of young men who have received a literary education and have at least passed the High School Examination apply for admission to the Police Training School with a view to securing appointment to the rank of sub-inspectors of police. Only a small percentage obtained such appointment, as the admission to the school is limited. Only 42 candidates were appointed by direct nomination to the session of the Police Training School that commenced in January, 1935. The Inspector General alone received 340 applications for the 10 nominations he was empowered to make. The following figures will show how only a few of the candidates who appeared before the divisional committees could be accepted. Sixty-five candidates appeared before the Meerut Committee for 5 vacancies, 60 in Rohilkhand for 3 vacancies, 54 in Allahabad for 2 vacancies, 54 in Agra for 4 vacancies, 41 in Fyzabad for 2 vacancies, 19 in Kumaun for 1 vacancy. Apart from this, hundreds of applications were received by superintendents of police and district magistrates who were only empowered to send a small percentage of applicants before divisional committees. During the year 150 applications were received in the Inspector-General’s office for appointment to the police ministerial staff. All applicants were qualified for appointment, but none could be accepted as no vacancies existed. Statistics

*Mr S. T.  
Hollins*

as to the number of applications received in districts are not available But it is certain that the number was considerable " Further on he stated, " for appointment as sub-inspectors of police, the High School Certificate is the minimum qualification. Out of 42 outsiders accepted for admittance as sub-inspector cadets for the 1935 session at the Police Training School, 11 were graduates, 2 were B A , LL B 's and 6 had passed the Intermediate Examination. Thus 19 out of 42 accepted candidates possessed qualifications superior to the minimum necessary. ' " Again, quite a large number of young men who have passed the School Leaving Certificate and Intermediate Examinations, and even a few who have passed the B A Examination enlist themselves as police constables every year though no educational qualification is necessary At the same time, it is recognized that educated young men have the best chance of promotion in the Force " " In the police ministerial staff there are at present 2 B A 's and 6 clerks who have passed the Intermediate Examination These were appointed on Rs.40 per mensem. Four graduates and 6 who have passed the Intermediate Examination are approved for appointment as clerks in police offices and they will be appointed on salaries of Rs 30 per mensem as soon as vacancies occur " " Speaking generally," said, Mr. S. T. Hollins " there is undoubtedly general unemployment in all classes and among all occupations Hundreds of applications from literate and illiterate men from rural areas and from towns are received for all classes of work Literate posts are insufficient for those who have been educated and literate men are, accepted in a large number for posts in which literacy is not required Illiterate persons are thus, to some extent, unable to get work The economic depression has much affected unemployment both among educated and illiterate people. Profits from cultivation are insufficient for all who depend upon it for their livelihood "

Supplementing his answers to some of the questions in the questionnaire Mr. S. T. Hollins said as follows :

" I allotted last year 5 vacancies to Meerut and I required the Meerut Committee to select 5 of the best candidates from the whole division Actually there were not merely 65 candidates but there must have been 200 But then there was a preliminary process of elimination Actually 600 to 700 candidates applied this year for 60 vacancies "

53. The following questions put by the Chairman and the answers given to them by Mr. S. T. Hollins throw further light on the situation .

*Chairman*—Am I right in assuming that out of 700 who applied there must have been 300 to 400 graduates ?

*A.*—Say 200.

Q.—For how long have you observed this tendency on the part of graduates to apply for jobs in the police force?

A.—For 15 or 20 years, certainly 15. Though the number was fewer 15 years ago, it has been steadily increasing year by year.

Q.—What would be the entire strength of the ministerial staff in the "Police" all over the province?

A.—There are 46 districts. It must be 300.

Q.—Have you got any graduates or undergraduates in the ministerial staff?

A.—Quite a large number. In my own office I have got young fellows waiting for appointments.

Q.—You say that there are 2 B.A., LL.B.'s out of the 42 outsiders accepted for admittance as sub-inspectors for the 1935 session. They are very sensible people to have gone into the police service?

A.—Out of 42 selected I chose 11 graduates and 2 were B.A., LL.B.'s. Six had passed the Intermediate Examination.

54. Mr. N. C. Mehta, I.C.S., District Magistrate and Collector of Muzaffarnagar, in the course of his evidence stated as follows: Mr. N. C. Mehta

"I may quote," said Mr. Mehta, "concrete instances to prove the extent of unemployment among the English educated classes, at least so far as Government employment is concerned. I believe, it was in 1931 or 1932 that 5 or 6 vacancies of sub-registrars had to be filled up, and not less than 700 applications were received by me as Inspector General of Registration without the post having been advertised at all. The applications included a London Ph.D., scores of M.A., LL.B.'s and 1st and 2nd class graduates with excellent University and athletic qualifications. There were some candidates who had secured pretty high places even in the I.C.S. Examination, but failed to get in."

At another place in the course of his answers, Mr. Mehta says.

"There is no doubt that the question of unemployment among the English educated classes has become acute."

55. Mr. W. G. P. Wall, M.A., I.E.S., Principal, Training College, Allahabad, has stated as follows: Mr. W. G. P. Wall

"The number of applications received for admission to the Allahabad Training College is an indication, I think, of the extent of unemployment among men who have received University education."

Year			Number of applications
1932	..	..	473
1933	.	.	666
1934	..	.	797

The number of students now ordinarily admitted is 70 which include 7 women. Many candidates who apply have taken a degree in Law in addition. A man with Diploma in Agriculture applied for a post in the office as junior clerk 'despatcher' and was appointed. He did not mention in his application that he had studied for, and obtained a Diploma in Agriculture, as he thought such information, if given, would go against him."

In the opinion of Mr. Wall unemployment had increased because the demand for employment had increased as family incomes were inadequate to meet the cost of an improved standard of living of the people.

N. 56. Mr. A. N. Sapru, I.C.S., Excise Commissioner and Inspector General of Registration, United Provinces, has in his note on the subject, furnished some very interesting information. Dealing with the question of extent and the existence of unemployment, he says :

"In the years 1928-29, 1929-30, 1930-31 and 1934-35 four competitive examinations for excise inspectorship were held and for the posts noted below the applicants noted against each applied

Year	Posts	LL B	M A & M Sc	B A & B Sc	B Agriculture	B Commerce	Inter	Total	Average for each post
1928-29	10	.	4	99		11	85	199	19.9
1929-30	7	1	2	30	..	1	20	54	7.7
1930-31	10	3	9	20		.	23	55	5.5
1934-35	8	13	68	236	4	17	125	463	58.0
Total	35	17	83	385	4	29	253	771	22.0

"The above figures show the extent of unemployment amongst the educated classes. In 1934-35 for each post on Rs 80 per mensem, 58 qualified persons were competing even at a cost of Rs 100 to each candidate

(a) Seven hundred and twenty-one young men with literary education applied for posts on the last four occasions though there were only 35 posts offered

(b) Seventeen LL B's despairing of their chances in the legal profession offered themselves for posts in the Excise Department.

(c) Thirty-three Bachelors of Agriculture having no chance for posts in the Agriculture and Commerce branches were compelled to try their luck in the Excise Department.

(d) Forty-one qualified applicants applied for unpaid apprenticeship in this office in June, 1935 Seventeen LL B 's, 4 B Ag 's, 29 B Com.'s who receive superior and specialized education, finding no prospects in the branches for which they had qualified themselves, were compelled to seek employment in the Excise Department, but only 4 LL B 's were successful in getting the posts applied for "

Summing up the situation, the Excise Commissioner says, " All branches are overcrowded and there is no department in which demand exceeds supply."

57. Mr. H. R. Harrop, M.A., I.E.S., Director of Public Instruction, in answering questions stated as follows : *Mr. H. R. Harrop.*

" I can quote no facts and figures to prove that unemployment amongst young men exists I know that there are plenty of applicants for every Government post and I know that it is commonly reported that young men cannot find occupation I know of a number of young men who would prefer occupations other than those in which they are engaged : but I have not met with many young men who have been educated and who have found no occupation at all "

He knew of cases in which young men who had been educated for one purpose had found employment in another and he also knew of cases in which well educated young men had refused employment on low salaries.

58. Mr. R. C. Srivastava, B.Sc., Sugar Technologist, Imperial Council of Agricultural Reserach, Cawnpore, after pointing out that no statistics of the unemployed educated classes in the United Provinces appear to have ever been compiled stated as follows . *Mr. R. C. Srivas-  
tava*

" Speaking, however, in a general way on the basis of one's experience it is possible to state that unemployment is of two kinds There is, firstly the case in which educated men fail to find employment of any kind at all, whilst there is the other case, comprising a very much larger proportion of the unemployed, of those who have succeeded in finding employment of a type for which the education which they have received does not constitute a qualification Cases are known of graduates selling milk, M A.'s applying unsuccessfully for junior typists' jobs and Matriculates applying unsuccessfully for cycle peon's jobs Very few, not more than 10 to 15 per cent, of the educated men are probably absolutely unemployed, but the number of those having inadequate employments is not likely to be below 60 to 70 per cent.



On this basis, approximately only 20 per cent. of the educated classes have employments of a type in keeping with the standard of their educational qualifications ”

59. Mr. Vishnu Sahay, I.C.S., Registrar, Co-operative Credit Societies and Joint Stock Companies, United Provinces, stated as follows :

“ I have no figures but I have a large number of relations who are graduates of universities and most of whom are unemployed. In my own office, I get applications from B A 's for all clerical posts of Rs 20 per mensem, but there are no vacancies. Till 10 years ago, people with degrees of foreign universities could get quite good employment but now the supply is grossly in excess of the demand, and they too cannot find jobs. The problem is equally acute among those who have received literary education and those who have received technical education whether in India or abroad ’

Answering Question no. 2 of the questionnaire which refers to unemployment among young men who have received superior and (or) specialized education and who had been forced into employment for which such education were unnecessary, Mr. Vishnu Sahay observed as follows :

“ I have no figures but I know that 90 per cent of the mining engineers trained at Dhanbad have been unable to obtain employment and I know of one, at any rate, who is now an excise inspector. I know of another case of a brilliant University graduate who received training at Manchester in the manufacture of paper at Government expense and after 4 years of unemployment turned to the profession of law ’

60. The Chairman would like to add that he knows of a case in which a brilliant graduate of a university in these provinces, having obtained State scholarship, proceeded to England and took a degree in Agriculture there and on his return from England, after waiting for several years, has been compelled to accept the position of an assistant registrar at a university in these provinces.

61. We propose now in the next few chapters to deal with the position of educated men in relation to certain professions and occupations in the light of the evidence recorded and the inquiries made by us.

## CHAPTER III

### CONDITION OF CERTAIN PROFESSIONS

#### (A) Civil Engineers

62. Rai Bahadur Chhuttan Lal, Chief Engineer of the United Provinces Government, has given some very interesting evidence with regard to the engineers and we would like to quote a few extracts from it: *Rai Bahadur Chhuttan Lal*

“During the last 12 years,” said Mr. Chhuttan Lal, “there has been no recruitment worth the name in this branch. In fact instead of recruitment there has been drastic retrenchment. I have, therefore, not had any opportunities of observing the extent of unemployment among young men who have received purely literary education or who are qualified in the profession of civil engineering. About the *existence* of unemployment, however, there is no doubt, as is evidenced by the large number of applications received in my office in spite of the well-known fact that owing to the re-organization of the Buildings and Roads Branch, all recruitment had been stopped. There is the further evidence also which is not in my possession but which has come to my knowledge, that for a post of engineer advertised by certain district and municipal boards hundreds of applications had been received from young men trained not only in India but abroad also. During the last 5 years the number of applications received was as follows and none of the applicants was appointed

(a) Candidates who have received purely literary education	272
(b) Candidates who are qualified for the profession of civil engineering—	
(i) Engineers .. .. .	66
(ii) Overseers . . . . .	217
(iii) Computers and draftsmen	103
Total	658

During the same period the number of passed students from the Thomason Civil Engineering College, Roorkee, was as follows

(a) Civil engineers .. .. .	149
(b) Overseers .. .. .	147
(c) Draftsmen .. .. .	29

Of these 13 engineers and 12 overseers were given practical training in the Buildings and Roads Branch, but only two overseers were appointed in 1931. I can recall to my mind the

instance of one qualified engineer from Roorkee who, having served as an engineer for some years, was forced by circumstances to take to business first as a manufacturer of bricks and then as a motor-merchant "

63. The Rai Bahadur was asked to explain why during the last 12 years there had been no recruitment worth the name in his branch of the department "The reason," he said, "was political." "The Buildings and Roads Branch is a transferred department. They (i.e. the Government) did not want to recruit under the old conditions, the ultimate intention being that recruitment should be wholly in India." Further on, he developed his answer and said that the reason was partly political, partly financial, and partly the transfer of certain works to departmental heads and district boards

"The Public Works Department up to 1924 used to maintain district board roads and also carry on public works for the boards. In 1924, there was a change in the policy of the Government. That necessitated the transfer of all the district roads to the boards as well as their buildings. All the Government buildings were also transferred to the departments concerned "

64. The evidence before us shows that the result of the stoppage of recruitment has not been, as was anticipated, to encourage private enterprise in these provinces. No Indian engineering firms of any consequence have been established during this period, nor according to the evidence before us can we say that the local boards have risen equal to the expectation entertained at that time in respect of the maintenance of roads, etc. In fact we were anxious to get direct evidence from the local boards, but we regret to observe that we did not succeed in getting before us any representatives of the municipal or district boards. We have, however, been able to prepare a statement based upon the replies of certain boards to letters addressed to them.

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65. Out of 85 municipalities, 2 have not supplied the information, and 56 do not employ any engineers, while 4 employ only unqualified men. Of the remaining 23 municipalities, 9 of the bigger ones, which employ from 2 to 4 men each, account for 24 engineers or subordinates, while 14 employ one man each. Of the total 38 men employed 24 are reported to be qualified engineers, 2 assistant engineers, 1 sub-engineer, 6 overseers and 5 sub-overseers.

66. From replies received from the district boards, we find that 15 district boards employ qualified engineers, 4 sub-engineers, 17 upper subordinates or overseers and 4 sub-overseers, while 5 have only non-qualified men exempted by the Government, and 2 employ no engineers. Two district boards did not supply the information. The district board of Lucknow has got 2 men, i.e. a sub-engineer and an overseer.

*District  
Boards*

67. We shall now refer to the answers to our questionnaire by Mr. H. J. Amore, I.S.E., Principal, Thomason College, Roorkee. At present the Roorkee College maintains a register of unemployment. Ex-students of the College can, provided their records are satisfactory, register their names for employment. All whose names are entered have to be truly out of employment. According to Mr. Amore

*Mr. H. J.  
Amore*

“During the last 4 years some 3 ex-Civil Engineering students, after qualifying, had gone to England to try for the Indian Civil Service. In England candidates for the Indian Civil Service are allowed to offer certain engineering subjects. Two ex-Civil Engineering students have been successful. One was the head student of the year 1931 and the other the head student in the year 1933. The 1933 student passed into the Indian Civil Service head of the list, obtaining highest marks in Engineering subjects. These students went to England because they found suitable openings in the Civil Engineering profession in India were hard to find.”

68. Mr. Mahabir Prasad, Professor at the Roorkee College thought that many more engineers could be employed if Government would take steps in that direction. He bore witness to the feeling existing among the young men coming out from the Engineering College that they were not being fairly treated in the matter of employment by municipalities and district boards which could take more qualified engineers in their service.

*Professor  
Mahabir  
Prasad*

69. We have had the benefit of reading the report of the United Provinces Public Works Committee, 1922, which was presided over by the Hon'ble Mr. (now His Excellency Sir) Michael Keane and we shall now refer to some of its recommendations.

*Sir  
Michael  
Keane*

70. The Committee says in its report :

“That provincial roads within municipal limits should be transferred to the charge of the municipal boards in all cases in which, in the opinion of the Government, the municipality

entertain an engineer competent, under ordinary administrative supervision of the board to secure the efficient upkeep of these roads ”

Similarly in paragraph 16 of their report the Committee says :

“ As all local buildings and roads will be controlled by the boards themselves, the contributions at present payable to Government will disappear and will provide the boards with resources which, together with the contribution payable in some cases for the upkeep of provincial roads should enable the boards to maintain an engineering staff adequate for the work which the boards would ordinarily require. The Committee does not consider it necessary to prescribe the number, qualifications, pay or conditions of service of the engineering staff of the boards ”

71 We realize we are not concerned with any question other than the employment of qualified trained men. Approaching the question from that point of view, we are compelled to observe that the decision arrived at, then, seems to us to have very adversely affected the position of qualified engineers in these provinces though we are assured that the Committee did not intend that the Local Boards should employ unqualified men. In this connection we would draw attention to Resolution no. 8, dated the 1st July, 1924, which says :

“The Government cannot divest themselves of their ultimate responsibility towards the tax-payer for the due expenditure of public funds and should such a contingency unfortunately arise it would be incumbent upon them to consider whether to take action under the sections of the United Provinces District Boards Act (X of 1922) which provide for such emergencies ”

72 Paragraph 11 of the resolution further states :

“ The Government accept the Committee's recommendation that in regard to works financed from their own funds, the local boards shall have full administrative control, and the authority of the Board in this matter shall be final. But with regard to the entertainment of technical staff the Governor, acting with his Ministers, feels that at present the boards, owing to inexperience in the administration of public works, may require a certain measure of guidance and he cannot therefore agree with the Committee that the discretion of the boards in the appointment of technical staff should be absolutely unfettered. It is not considered necessary to prescribe any definite scale of pay for such staff, as this will be automatically regulated by the conditions of the market. But as is done in the case of municipalities Government will lay down rules under the Act regarding the qualifications necessary for the technical staff. Subject to the rules the district boards will be given a free hand in the appointment of their staff.”

73. As regards Civil Engineers and Overseers, our conclusions and recommendations are as follows .

Unemployment amongst Civil Engineers has increased since the stoppage of recruitment to the Buildings and Roads Branch and has become much more acute since the stoppage of recruitment in the Irrigation Branch consequent on the financial depression since 1931. We therefore recommend :

(1) that the policy adopted in connection with Buildings and Roads in 1922 should be reconsidered and revised to secure adequate supervision of all Government buildings and roads ;

(2) that stringent rules and regulations should be laid down to make it compulsory for Municipal and District Boards to have qualified engineers and overseers to maintain the roads and buildings under their control in efficient condition ;

(3) that in order to secure reliability and efficiency of execution of contract work it should be ruled that A and B class contractors must have qualified engineers as employees or partners and all C class contractors should similarly have overseers as partners or employees ;

(4) that to secure compliance with these recommendations, the existing laws and rules may be amended, if necessary.

*(B) Mechanical and Electrical Engineers*

74. While we are dealing with unemployment among civil engineers and overseers trained at Roorkee, we think we may refer to the position among the mechanical and electrical engineers. From a letter addressed to us by Mr H P. Philpot, on behalf of the Principal, Engineering College, Benares Hindu University, we find that approximately 562 B Sc (Engineering) degree students and 313 Licentiate Diploma students have completed their courses in Mechanical and Electrical Engineering and passed the Final Engineering Examination of the Benares Hindu University. The authorities of the Engineering College endeavour to keep in touch with their past students; and they are of the opinion that not more than 10 per cent are out of employment. Recent communications received by the authorities of the College from past students have given the places of employment of 248 of them

75. It has, however, been brought to our notice that the arrangements for the practical training of Mechanical and Electrical Engineers are not as satisfactory as they should be and Sir William Stampe has particularly emphasized this aspect of the education of this class of engineers. Our attention has also been drawn to the cases of some men who, having received education in Mechanical and Electrical Engineering in England or other foreign countries, have found it extremely difficult to get any employment on their return to this country, mainly because they have not had adequate practical training

76 We recommend that some arrangements should be made for affording opportunities to these men for receiving practical training, for instance, while placing Government orders with firms it may be stipulated that subject to other terms and prices being the same, preference will be given to firms that will afford facilities for practical training of Indian engineers recommended by Government

*(C) Graduates in Mining and Metallurgy*

77. We would now refer to the evidence of *Mr N P*  
 Professor N P. Gandhi, M.A., B.Sc., A.R.S.M., D.I.C., *Gandhi*  
 F.G.S., etc., of the Mining and Metallurgy Department,  
 Benares Hindu University.

78. We gather from a note of his that the University has turned out 46 graduates in Mining and Metallurgy between 1927 and 1934, and it is satisfactory to note that, excluding the last batch turned out a few months ago, almost all the graduates have obtained employment at leading mines or metallurgical works after graduation. The starting salary has been about Rs.100 per mensem in most cases, and Rs.150 in several cases; 9 or 10 of them are now drawing salaries of Rs.200 per mensem or more.

"This seven-year period (1927-34) has coincided with a period of severe trade depression in the country, and the above result," says Professor N. P. Gandhi "has been obtained also in spite of the fact that the Government of India has established a School of Mines at Dhanbad (Bihar and Orissa) in 1926 at a cost of about sixteen lakhs of rupees and on which it has been spending about one and a half lakhs of rupees per year."

79. It may, however, be pointed out that the Benares Hindu University like the Aligarh Muslim University is not a provincial university and it attracts students from all parts of India. It would not, therefore, be correct to conclude from a statement of this general character that students belonging to the United Provinces have, to any large extent, availed themselves of the opportunities for training in these branches provided by the Benares Hindu University. As Professor N. P. Gandhi himself says, "the students of the United Provinces have been rather slow in taking advantage of the opportunities provided by his department. Only 8 out of 46 graduates in Mining and Metallurgy turned out by his department so far were residents of the United Provinces, and even out of these, 4 were only domiciled residents (3 from Bengal and 1 from the Central Provinces)."

He went on to add :

'In quality also, most of these 8 entrants from the United Provinces were not as good as the average from the other provinces and states, and were admitted mostly as a concession to the Province in which this University is situated.'



The number of students on the rolls of the department during the session 1933-34 was 74, out of which only 8 were from the United Provinces. The students were drawn from various Provinces and States as shown below.

<i>Provinces</i>		<i>States</i>	
Madras	27	Cochin	4
United Provinces	8	Indore	3
Bombay	6	Mysore	2
Punjab	6	Travancore	2
Bengal	5	Baroda	2
Bihar and Orissa	2	Jodhpur	2
Assam	2	Limbdi	1
Central Provinces	1	Bhavnagar	1
	<hr/> 57 <hr/>		<hr/> 17 <hr/>

"An important reason for the smallness of the number and poor quality of the students from the United Provinces," said Professor Gandhi, "seems to be that the United Provinces Government, in its Department of Industries, has made no provision for scholarships available for study in this department. It is not as if the United Provinces Government does not wish to encourage the study of Mining among the students of the United Provinces. It established two scholarships of the monthly value of Rs 70 each tenable by the United Provinces students for studying Mining at the School of Mines at Dhanbad." Professor Gandhi complained that "when a representation for a few scholarships of Rs 50 per mensem for the study of Mining and Metallurgy at the Benares Hindu University was made to the Director of Industries, United Provinces, the proposal was turned down on grounds of finance, although it was pointed out that this department provided a course in Metallurgy which the Dhanbad school did not, and that there was more Metallurgy than Mining in the United Provinces." The number of students at the Dhanbad School of Mines "has been declining continuously for the last 5 years (it has fallen from about 120 to 45), and the United Provinces Government has now abolished its scholarships tenable at the said school. The number of students in the Metallurgy Department of the University has been rising continuously for the last 5 years (it has risen from about 23 to about 75), but the United Provinces Government has again turned down on financial grounds a second representation made recently for a few scholarships even of the monthly value of Rs 40. And yet, the same Government has granted a few months ago a short term scholarship (lump value Rs 2,500) to a Metallurgy graduate of this department for a higher study of Metallurgy in Europe."

80. According to Professor Gandhi "the Metallurgy degree of the Benares Hindu University has received rather

wide recognition in India, as will appear from the following instances

(a) The Tata Iron and Steel Company recruit several apprentices every year for their work at Jamshedpur. They have placed the B Sc degree in Metallurgy of the Benares Hindu University in the forefront of the qualifications desired.

(b) The Government Ordnance Department recruits some apprentices from time to time for its Metal and Steel Factory at Ishapore. It has also placed the B Sc degree in Metallurgy of the Benares Hindu University in the forefront of the qualifications desired and announced it in the *Government Gazette*.

(c) The Public Service Commission selected a young B Sc in Metallurgy of the Benares Hindu University for the temporary vacancy of an Assistant Metallurgist at the East Indian Railway works at Jamalpur (for a year) on a salary of Rs 340 per month.

(d) The Indian Copper Corporation has taken up 4 young B Sc s in Metallurgy of the Benares Hindu University one after the other for their Copper and Brass works at Ghatsila and one of them is now paid Rs 250 per mensem with free quarters."

81. The conclusions we have arrived at are :

(1) that the students trained at the Engineering College, Benares, have hitherto generally been successful in securing employment somewhere or other in India ;

(2) that there is scope both in British India and in the Indian States, particularly in those where there are mines, for the employment of men trained in Mining and Metallurgy but, unfortunately young men belonging to the United Provinces have hitherto been slow in availing themselves of the educational facilities offered by that University ; and

(3) that there is necessity for a proper system of practical training for Indian engineers in these provinces generally—a point on which Sir William Stampe has, in our opinion, rightly laid so much stress.

82. In making the third suggestion, we do not overlook the evidence of Mr. Mahabir Prasad of the Thomason Roorkee Engineering College, who has told us that students of the Roorkee College are generally sent for practical training to various executive engineers or the evidence of Messrs. Bhim Chandra Chatterji and

R. S. Jain, Professors of the Engineering College, Benares, who have told us that after the end of the third year their students go out for practical training practically for 6 to 9 months coming back in November or December when they begin their work again. In our opinion, it is necessary that some well-thought-out system for imparting such practical training to civil, mechanical and electrical engineers should be provided, and this may necessitate some consultation with and co-operation on the part of some departments of the Government, factories and big industries in these provinces and possibly outside. We should leave the preparation of such a scheme to experts and we suggest that steps may be taken to prepare a scheme to complete the practical side of the education of mechanical and electrical engineers so that they be fit for immediate employment by the Government and industrial concerns.

We desire to lay emphasis on this suggestion particularly because in the case of our young men there is no background either in their homes or in their other environments as there is in some other countries.

## (D) Chemists

83. We shall now deal with unemployment among graduates of the universities of these provinces who have received education in Chemistry at the various universities.

84. According to the evidence of Dr. N. R. Dhar, D.Sc. (London and Paris), F.I.C., I.E.S., Professor of Chemistry at the Allahabad University, *Dr N R. Dhar*

"Roughly 150 M.Sc's in Chemistry passed out of the University during the last 15 years, and out of them about 100 students had got teaching or research jobs throughout the whole country. Ten per cent of them get salaries from Rs 500 rising up to Rs 800, 20 per cent getting salaries from Rs 200 to Rs 400, and the remaining getting salaries from Rs 100 to Rs 200."

85. Dr. S. Dutt, M.A., F.R.S. (Cal.), D.Sc., D.I.C. (Lond.), Reader in Chemistry, University of Allahabad, speaking on the subject referred to the 50 M.Sc's that had passed from the Chemistry Department during the last 9 years. He had kept a record of figures of employment of these men and they were as follows. *Dr S Dutt*

Nineteen received employment in sugar factories, 3 in soap factories, 1 in a colliery as an analyst, 3 as analysts under Government, 5 as school and college teachers, 9 people are definitely unemployed, 6 received occasional employment, 2 died while working as unpaid apprentices. Total 48

86. On the other hand, Lieut. Haider Khan, Reader in Chemistry at the Aligarh University, told us that young men on leaving his Chemistry Department try to become deputy collectors first, and when they fail in their endeavour they try to become lawyers and join the legal profession, and if the prospects are bad then they try to go to the department of teaching and join the training college. *Lieut Haider Khan.*

87. At this stage we consider it necessary to refer to the evidence of that eminent scientist, Dr M. N. Saha, D.Sc., F.R.S., Head of the Physics Department at the Allahabad University. According to Dr. Saha, the development of the sugar industry in the United Provinces has given employment to 500 chemists and an equal number of engineers, a hundred experts in the line, a thousand clerks and storekeepers, besides about half a lakh of skilled workmen and unskilled labourers. *Dr M N. Saha*

88 We have no independent means of checking these figures but we may assume that they represent more or less accurately the amount of employment created in recent years by the development of sugar industry. While this is re-assuring we are bound to point out that in his oral evidence Dr. Saha made certain very important statements showing how young chemists are at times treated by their employers. This portion of his statement is so important that we make no apology for reproducing the questions and answers from his evidence.

Q.—You say at page 2 of your memorandum that sugar factories have found employment for 500 chemists. Could you give us any idea as to how many of them belong to this province?

A.—They are mostly of these provinces.

Q.—A good many of them must be your pupils?

A.—Some of them are my pupils.

Q.—On what salary do they start?

A.—The pay given by Indian industrialists is very small.

Q.—Are these chemists treated well by the proprietors of these factories? I have heard complaints.

A.—There are always complaints about pay. There ought to be legislation that they should get their pay during the whole year.

Q.—I have been told that a capitalist will only pay the chemist his full salary for the working months, half salary when the factory is not working and some times no salary at all.

A.—There ought to be some legislation by which skilled labourers should be properly paid. It is very discouraging for a man to get Rs 90 for four months and get nothing for the remaining eight months.

89 As bearing on this statement of Dr. Saha we would also draw attention to the statement of Mr R. C. Srivastava, Sugar Technologist, Imperial Council of Agricultural Research, Cawnpore. Mr. Srivastava pointed out that

“Out of 142 cane-crushing factories in India 68 factories were situated in the United Provinces but that most of these factories had been established by men belonging to other provinces. People from the Punjab, Calcutta and Bombay were more enterprising and they are prepared to take more risk than the United Provinces people do

90. The rest of his statement on this question is so important that we would like to quote from the original record.

*Q.*—Dr. Saha told us yesterday that the sugar factories had found jobs for something like 500 chemists in this province and many of them are men who have received education in Chemistry either in Allahabad or in Benares or in Cawnpore in your technological institute. We inquired whether they were adequately paid and we were told yesterday that they were not paid all the year round and that during the off season they were paid either half the salary on which they were engaged or no salary.

*A.*—When the demand was very keen our boys got as much as Rs.200 to start with. Now the average would be Rs 75 to Rs.100.

The question to my mind is not whether they get Rs.75 or Rs.100. But if they are engaged at Rs 100 they must get Rs.100 all the year round unless the contract provided that they would get Rs.100 for a certain number of months in the year. If such a thing exists no government could afford to ignore evils of that kind.

*Mr. Gavin Jones:* Those are very few cases.

*A.*—Contracts are not broken. They are employed for the cane-crushing season, that is, from November to May, and they are paid their full salary for the season. When the factory closes down they are not paid for the off season.

*Q.*—Are these terms explained to them in the letter of appointment?

*A.*—Even without that there is always the notice clause.

*Q* —Unless we have an explanation it looks as though it were victimization?

*A* —We cannot compel a factory to follow a certain agreement. The Director of Industries wanted to do that and he referred that to the Chambers of Commerce. There was so much opposition that he had to drop that matter. What I am doing is this. I have an employment bureau during the last three years. I have sent something like 200 to 300 men from this bureau. I am touring about throughout the season and I see the work of these men. In some cases where

we find that a man is not working properly his pay is reduced and sometimes he is discharged. When men are sent through my office they do not deal with them in the same high-handed way as they do otherwise.

91. We examined 'Chaudhri Mukhtar Singh of Daurala (district Meerut) who was at one time a member of the Legislative Assembly and who is in charge of a big sugar factory belonging to the Delhi Cloth and General Mills, Limited. According to him the factory employs about 15 graduates and under-graduates, a Chief Engineer, who started life in the Delhi Cloth and General Mills, Ltd, on a very small salary, and who has got practical knowledge of his subject though he does not possess any degree, and a chemist who gets Rs 1,500 per mensem.

Chaudhri Mukhtar Singh was asked whether some of the sugar factories in this province and elsewhere had employed graduates in chemistry and had not treated them fairly in the matter of their salaries. The answer which he gave was as follows :

“At least this has not happened on my side. We took 2 M Sc 's, one B Sc and trained them in sugar ”

92. Upon the evidence to which we have referred we are afraid that there is foundation for the statement made by Dr Saha. It seems to us that while graduates in Chemistry succeed more than others in getting employment they are not always fairly treated by their employers. The employers not unoften break their contracts with their employees. The remedy for these trained scientific employees is to organize themselves to enable them to deal effectively with unsatisfactory and unsympathetic employers

*(E) Products of the Technological Institute*

93. The figures supplied to us by Mr J A H. Duke, *Mr J A. Principal, Harcourt Butler Technological Institute, Cawnpore, who was at that time officiating Director of Industries, United Provinces, are distinctly re-assuring* According to him the total number of students who passed from the Harcourt Butler Technological Institute is 150. The number of passed students employed was as follows :

(i) (a) In Government service ..	14
(b) In Factories and Laboratories	88
(c) Working in their own concerns	11
(d) Receiving further training in India ' or abroad	5
(e) Otherwise engaged	7
	<hr/>
	125
(ii) Unemployed . . . . .	20
(iii) Deceased . . . . .	5
	<hr/>
Total	150
	<hr/>

“ It will appear,’ so says Mr. Duke and we gladly endorse his comment, “ that so far as the Institute is concerned the percentage of employed students (83·3 per cent ) is high and very satisfactory ”

94. Mr. Duke has also given us a statement showing the total number of students passed out and employed since 1928 onwards from various technical and educational schools maintained by the Government and we reproduce the whole of that statement, as appendix III.

95. We do not think that we can make any recommendations regarding the products of the Technological Institute as the percentage of employment among them is high and very satisfactory.



*(F) Bachelors of Commerce*

96. We shall now deal with unemployment among Bachelors of Commerce. The three Universities, which have Faculties of Commerce are Allahabad, Lucknow and Agra. Between the years 1928-29 and 1933-34, the number of B.Com.'s produced in these provinces was 690.

97. Mr. H. R. Harrop, M.A., I.E.S., Director of Public Instruction, United Provinces, expressed the opinion in answer to question no. 14 of our questionnaire that he was not very hopeful, that any concrete results would come from establishing more institutions especially designed to teach commercial, industrial or agricultural pursuits at this stage. In the course of his evidence it was pointed out to him that a large number of witnesses had suggested that we must look forward to a great industrial development of the province for finding employment on any substantial scale for our educated young men. In this connexion it was also pointed out to him that some of the witnesses had humourously described the B. Com.'s as only "be kam" (workless). The answer was .

"That is so That is unfortunately the position It seems that B Com's who think that they may get jobs in commercial concerns, cannot get any, not that there are not jobs but there is nobody to back them and there is a strong prejudice among Indian merchants and Indian businessmen against these young men, partly because the former feel that they have not got the necessary practical knowledge, and partly because they think that they can get their work done much more cheaply by engaging semi-educated men "

98. Mr. W. J Packwood, Director, Cawnpore, Chemical Works, Cawnpore, expressed the opinion that the Indian who starts an industry does not want a B. Com. in his office simply because he can get along with the Rs.20 *Munim*. He referred to the case of a young man, a B Com., working in the Begg Sutherland Mills, who came to his office and he recommended him to a certain big industrialist in Cawnpore. When the young man saw the latter he was told  
"that there would be no opportunity for him there "

99. The Merchants' Chamber of Commerce have expressed the opinion in their memorandum that one respect in which the commercial education may be very much improved, particularly from the point of

view of the employment of the recipients, is by replacement of the present I. Com. and B. Com. courses, by a three years' theoretical degree course followed by a year's training in the course of actual service in a commercial office. Mr. Padmapat Singhanian, a leading mill-owner of Cawnpore and a representative of the Merchants' Chamber, speaking in regard to training in commercial offices said that the B.Com.'s simply went on with their studies without any practical experience. He however admitted.

"That hitherto commercial offices and banks do not afford opportunities for practical training to these men in their offices"

He pointed out, however, that while all the young-men could not be taken, provision could certainly be made for some, and that if all the commercial houses in Cawnpore were prepared to take some of the B.Com.'s he thought they could take in about 25 to 30 boys annually.

100. We had before us also Mr Kalka Prasad Bhatnagar, M.A., LL.B., Dean of the Faculty of Commerce in the Agra University. His attention was drawn to the complaint made by businessmen that the B.Com.s were not good for office work as they lacked practical knowledge of the requirements of an office or commercial house. His answer was that there were businessmen on the University Committee but they had made no complaints of this character inside the University. When asked whether the University should not provide for some practical knowledge his answer was as follows :

*Mr Kalka  
Prasad  
Bhatnagar.*

"Practical knowledge can only be given in business firms. For instance, take the case of banks. I do not think any bank would allow our students to touch their ledgers and find out about the accounts of different persons. They do not think that the students can be entrusted with that kind of confidential information. So far as the theory of banking is concerned, we teach them all right. Six months' training would enable our students to work in any bank very well."

101. Mr. Krishna Kumar Sharma, M.A., B.COM., Professor of Economics of the Sanatan Dharma College, Cawnpore, admitted that to a certain extent it was true that the B.Com.'s possessed no practical knowledge and that some sort of practical training was necessary.

*Mr.  
Krishna  
Kumar  
Sharma.*

102. Lala Diwan Chand, M A , Principal, D A.-V. College, Cawnpore, and ex-Vice-Chancellor of the Agra University said that there was commerce degree in the Agra University and that some of the B Com 's went to offices, some took to business, some became teachers of Commerce and some adopted Law as their profession.

The evidence which we have hitherto noticed with regard to B Com 's if it stood alone, would compel us to take rather a gloomy view of the prospects of the B.Com.'s But as against that evidence we are bound to refer to the letter of Mr M K. Ghosh, M.A , B COM. (Lond.), Head of the Commerce Department and Dean of the Faculty of Commerce at the University of Allahabad, and the evidence of Mr. K. L. Govil, M.A., B.COM., Lecturer in Commerce at the same University.

103. Mr. M. K. Ghosh pointed out that "at Allahabad the Commerce classes were started in the year 1923 and the first batch went out in 1925 Since then as many as 163 students in all had received the B Com degree from the Allahabad University making an average of 16 graduates a year Out of 163 the Commerce Department of Allahabad had received information about 127 graduates Of these 49 were engaged in business, 20 in Government service, 15 in teaching, 9 in law, 2 in railway service and 3 in miscellaneous service , in all 98 were employed and 29 were prosecuting their studies for higher education. I am confident," says Mr. Ghosh, "most of the 36 unaccounted for must be engaged in one or the other capacity Of the 49 graduates engaged in business a fair number were holding responsible posts such as managers of branches of banks, secretaries of insurance companies, auditors and accountants, company secretaries, stock brokers, etc , and the rest were doing their independent business or serving as clerks or accountants in big businesses "

He pointed out that there were certain lines of Government service for which Commerce graduates were eminently fitted, for instance, the Income-tax Department, the Customs Department, the Railways, the Co-operative Department, the accounts and auditing service and the secretariat posts in the Government offices. He also stated that the Central Government had issued instructions to give preference in the recruitment of Income-tax Inspectors to Commerce graduates with Advanced Accounts and Auditing. In his opinion, the Commerce graduates had fared better than the Arts or Science graduates.

104. Mr. K. L. Govil who also appeared on behalf of the Commerce Department of the Allahabad University in his oral evidence supported the line taken by Mr Ghosh. He, however, said that the universities could impart only theoretical knowledge but suggested that after the 2-years' course there should be one year's practical training. He went on to say that during the current year his department had arranged with some businessmen for such practical training and expressed the hope that Government might assist them in securing opportunities for practical training to their boys in big business houses in India.

*Mr. K. L. Govil.*

105. On the whole we are inclined to think that the evidence before us shows that the B Com.'s of the Allahabad University and the Lucknow University have been particularly fortunate but this good luck has not attended the careers of those who have taken degrees in Commerce from the other provincial universities. In any case it seems to us that the utility of the B Com 's is considerably discounted partly because of a certain prejudice among Indian businessmen and partly because their education is almost wholly theoretical and does not fit in the standard required by commercial houses or business offices.

106. We accordingly recommend that all universities which provide for instruction in the Bachelor of Commerce course should make arrangements for some practical training being given to their B Com. students in consultation with the possible employers of such men, so that they may have some idea of work done in commercial houses or those departments of Government where there may be scope for their employment.

(G) *Medicine*

107. We propose now to deal with the question of unemployment in the medical profession using that expression in its largest sense. At the outset, we desire to express our regret that at the two big centres of medical education in these provinces, viz Lucknow and Agra, we did not have the advantage of examining any representative of the medical profession. We have, however, tried to make good this deficiency by collecting evidence and information from certain other quarters

108. As stated above, there are at present two big centres of medical education in these provinces. At Lucknow there is the King George's Medical College, which is now an integral part of the Lucknow University. At Agra there is a medical school maintained by the Government. The State Medical Faculty, we understand, prescribes the courses of study and conducts the examination.

109. Lieut.-Col H. Stott, O B E., I M S, Principal, King George's Medical College, writes to us to say that he could furnish no useful information as a witness but he forwarded to us a few comments on the whole question. According to him there is no marked degree of unemployment amongst doctors in the United Provinces.

"We have been," says Lieut.-Col. Stott, "careful not to turn out such numbers as would flood the Province with such"

This opinion, however, is in direct conflict with the rest of the medical opinion which we have been able to collect

110 Lieut.-Col. R. S Townsend, M C, M D., I M S, Officiating Inspector General of Civil Hospitals, United Provinces, has given us more definite information in his letter of the 12th March, 1935. According to Lieut.-Col. Townsend

"the figures with regard to the number of students who passed out in the year 1933-34 from the Medical School, Agra, and the King George's Medical College, Lucknow, are shown below .

Licentiates	..	..	63 from the Agra Medical School
Graduates	.		47 from the King George's Medical College, Lucknow

The probable number of vacancies in the Provincial Medical Service is 5 per annum, while the probable number of vacancies

per annum in the Subordinate Service is 17. Government medical officers are recruited from amongst the students who pass from the Medical School and the College in the Province. But under the rules not more than 10 per cent of the appointments can be given to candidates educated elsewhere than at the King George's Medical College”

Dealing with the question of unemployment, Lieut.-Col Townsend says in the same letter,

“The fact that medical graduates offer themselves for employment in the Provincial Subordinate Medical Service on less pay and also as honorary workers in the hospitals in the United Provinces undoubtedly indicates that unemployment prevails in the medical profession. Exact figures of those unemployed are, however, not available in my office.”

111. In answer to our inquiries regarding private medical practitioners settled in rural areas and the subsidized dispensaries in the United Provinces, Col. H. C. Buckley, M.D , F.R.C.S.E , I.M.S , Inspector General of Civil Hospitals, United Provinces, has furnished us with some useful information. It appears that there are only 21 private medical practitioners settled in rural areas in only 12 districts and a subsidy of Rs.400 is paid to a medical licentiate while a subsidy of Rs.600 is paid to a medical graduate annually by Government, and Rs 360 per annum are paid by the local body concerned for medicines. As regards subsidized dispensaries it appears there are 46 dispensaries in only 25 districts and Rs 1,312 are paid as Government share of the recurring charges of a rural subsidized dispensary. The capital cost of construction is also shared half and half by Government and the local body concerned. A few dispensaries in the districts of Garhwal and Almora get only Rs 900 per annum as subsidy.

*Col. H. C.  
Buckley.*

112. Khan Bahadur Muhammad Mushtaq Ali Khan Saheb, B.A., Deputy Secretary to Government, United Provinces, has furnished us with a statement showing the number of medical men employed by district and municipal boards in the United Provinces. We append these lists also. (See Appendix IV.)

*Khan  
Bahadur  
Muham-  
mad  
Mushtaq  
Ali Khan*

113. An examination of the figures just referred to convinces us that what has hitherto been done to subsidize medical licentiates or medical graduates in rural areas or dispensaries is wholly inadequate to the needs of the Province. There is a large number of districts which goes absolutely unrepresented in the list which has been furnished to us by Colonel Buckley, nor are we satisfied that the district or

municipal boards have done as much as they might or should have done. While we register this complaint we are bound also to point out that according to the evidence before us there appears to be marked reluctance or unwillingness on the part of the medical graduates or licentiates to settle down in rural areas which we consider to be very deplorable. It may be that the rural population will not be able to pay them at the same scale as the urban population but we cannot believe that if our young men realized as keenly as they should, the gravity of the problem of unemployment, and if they also took into consideration the economic conditions of their country-men living in rural areas, they will not, with a certain degree of persistence and earnestness, be able to earn a living in rural areas which they find it difficult to do in bigger towns owing to the stress of competition.

114. At our second sitting in Allahabad in April last, we approached some representatives of the medical profession for evidence. Accordingly Major D. R. Ranjit Singh, I.M.S. (retired), Dr. S N Basu, Rai Bahadur Dr. R. N. Banerji and Dr. Jairaj Behari gave oral evidence before us and some of them furnished us with written memoranda. Dr. R. N. Banerji was of the opinion that medical graduates did not go to settle down in rural areas firstly because they did not get a living wage, secondly because there was a great deal of competition with quack practitioners in villages. That was more or less the opinion of Dr. Basu also. It was pointed out, however, to them that one reason for the inability of these graduates to pick up practice might be that their system of treatment and their medicines were probably more expensive. Dr. Banerji said that compared to the indigenous things their medicines were slightly more expensive.

115 It has also been suggested to us by the gentlemen whom we examined that one method of providing employment for medical graduates may be by encouraging a research of various indigenous drugs by experimentation and by starting industries for the manufacture of such Indian drugs as are recognized to be efficacious by competent medical opinion. It would also be necessary to standardize such drugs. The example of the Bengal Pharmaceutical Works started under the auspices of Sir P. C. Ray should be found to be encouraging.

116. We may in this connexion refer to a resolution moved in the Council of State by the Hon'ble Sir Nasarvanji Choksy at the September session. Some members of the Council also urged the development of indigenous drugs along with the control of imported drugs, but the Government of India were of the opinion that the problem was a provincial one and the provinces felt unable to provide adequate funds to prevent the sale of spurious drugs. We presume that the development of indigenous drugs also cannot be taken in hand for want of funds, but what we suggest is that Government may help those who may desire to start such an industry by placing at their disposal proper expert advice and if necessary by subsidizing them within certain limits.

117. There are one or two other points to which our attention has been called. Rai Bahadur Dr. R. N. Banerji, supported by his colleagues, said,

"the modern system of medicine requires specialization and I submit that if this present medical administration which has become very old and antiquated is modernized and if we are allowed to practise the profession as it is done in the West and the whole of the civilized world and do it by specialists the present system will have simply to be broken. In Mirzapur, Fatehpur, or any second class or third class district there is a civil surgeon . . . and there is an assistant surgeon who is called a medical officer. They are controlled by the Government. They are expected to be masters of everything in medical science. If that system is broken and modernized and instead of paying Rs.1,000 to the civil surgeon we employed 5 medical graduates on an honorarium of Rs 200 each and we divide the work among them, the same money will be utilized and you will not only be providing for medical graduates but you will make the system efficient . . . A general practitioner in the western system uses the stethoscope. Our present system demands that we should take his sputum, blood, urine, etc. If this work is done in a hospital by a number of honorary surgeons the work will be more efficiently done and the people will appreciate it."

118. We are afraid that as a committee we cannot go into the larger question as to the constitution or the method of recruitment of the Indian Medical Service as we feel that not only is it beyond our scope but also because we have not got any sufficient evidence before us enabling us to express any opinion. But it seems to us that there is room for the complaint that the system under which a single man is appointed to treat patients for all sorts of diseases cannot be treated as a very modern or an up-to-date system. We also think that



the attachment of private practitioners to hospitals maintained by Government or local boards should be further encouraged and extended so as to give the private practitioners a chance of becoming more efficient

119. From the evidence of the gentlemen mentioned above, we gather that the prospects of young men joining the medical profession in towns are very poor. Taking Allahabad itself as a typical big town in these provinces, we understand that there are 75 members on the register of the Allahabad Medical Association. There are at least 50 more who are not on that register though they are qualified. So that out of 130 or 135 men we were told that 20 or 25 were making a decent living and 50 of them were not able to make both ends meet. We were told that about 15 or 20 years ago there were hardly 20 medical practitioners at Allahabad. We believe the number of doctors at Lucknow is still larger. There are other big towns in these provinces such as Benares, Cawnpore, Meerut, Bareilly, where quite a number of doctors are to be found. We are, however, unable to form any opinion as to the number of the doctors in these towns. We are concerned more with the young products of the Medical College at Lucknow and the Medical School at Agra and taking their condition and prospects into consideration and bearing in mind what Colonel Townsend has stated in his letter and what the representatives of the medical profession have said to us, we are of the opinion that there is a very appreciable amount of unemployment among educated young men who have received medical education in these provinces.

120. When we were at the Benares Hindu University, we examined Kaviraj Pratap Singh, Superintendent, Ayurvedic Pharmacy, Benares Hindu University. The University provides for instruction in the Ayurvedic system of medicine and maintains a professional staff of 13 qualified professors. It has a hospital attached to this college. There are 38 students studying there. We were told that some of the students of this college were employed by the district or municipal boards while others were practising independently as *vaid*s. Students who had taken B.A. degree had at times joined this college but left it, whereas those who had passed the Intermediate Examination had qualified themselves as *kavirajes*. We were told that the fee which these practitioners charged was Rs.2. If that is the scale of the

fee that they charge and if it be the fact, as we were told, that these men when employed by municipal boards or district boards get Rs.50 to Rs.60 a month, then we think that the products of the Ayurvedic College have done better than many products of Agra and perhaps not a few of Lucknow. It may be that in village areas a *vaid* probably has a better chance than a medical man from Lucknow or Agra, or it may be that the ordinary villager finds the Ayurvedic medicine less expensive than the western medicine.

121. When we were at Aligarh, we examined Dr. A. Butt, M B ,B S., M.D., who is in charge of the Tibbia College attached to the Muslim University. He told us that there were altogether 75 men in his College, the course being one of 5 years in the College and the curriculum being controlled by the Board of Indian Medicine. The Tibbia College was started in October, 1927, and according to Dr Butt the boys of the first batch were earning more than Rs. 50 in villages which we consider to be quite satisfactory. On the question of unemployment, he told us that there was unemployment if by that we meant service but so far as openings for students were concerned, there was no unemployment and that they were earning a living and were independent

Dr A.  
Butt

122. We have read also the report on the working of the Board of Indian Medicine, United Provinces, for the years 1930—33, and note with satisfaction that certain sums of money have been placed at the disposal of this Board for aid being given to Ayurvedic and Yunani schools and colleges in these provinces, and generally for organizing education and the system of examinations. We do not wish to enter into any controversy as to the relative merits of the indigenous systems as against the western system, but we think that the medical profession, whether consisting of men trained in the western system or in the old indigenous systems, is pre-eminently a profession which requires being protected against quacks for whom, unfortunately, there seems to be an unlimited scope in towns and villages alike. It is for this reason that we welcome the constitution of the Board of Indian Medicine. We are unable, however, to say how far, in point of fact, such prospects have been actually adversely affected during the last few years by the development of the Ayurvedic and Yunani systems of education at Benares and Aligarh and elsewhere.

123. We are strongly of the opinion that there is a great deal of work to be done by qualified medical practitioners in small towns and rural areas, and while on the one hand we would earnestly press it on medical practitioners, in their own interest as well as in those of their countrymen, to settle down in rural areas or small towns which may be convenient centres for the village population, we would strongly recommend that Government and local boards should subsidize them more amply

124 The conclusions which we have arrived at and the recommendations which we propose to make are as follows :

(1) that there is a considerable amount of unemployment prevailing in the medical profession in these provinces due to the tendency of the medical practitioners to congregate in big towns and cities where the remuneration is higher than in the rural areas, though precise figures are not available ;

(2) that the system of medical relief in hospitals maintained by Government or district boards or municipal boards requires re-organization and the strengthening of the staff employed ,

(3) that it is necessary that medical men should be persuaded to settle down in rural areas in larger numbers and for this purpose it is necessary to subsidize them on a more generous scale than has hitherto been done ;

(4) that investigation should be made into the efficacy of the indigenous drugs according to modern methods and after the recognition of such medicines by the medical profession and their standardization, industries for the manufacture of such and other drugs should be started and if necessary subsidized at the initial stages. If this is done we think that it should provide employment for a sufficiently large number of qualified medical men.

(5) There is room for the complaint that the system under which a single man is appointed to treat patients for all sorts of diseases cannot be treated as a very modern or an up-to-date system. The attachment of private practitioners to hospitals, maintained by Government or local boards, should be encouraged so as to give the private practitioners a chance of becoming more efficient.

*(H) Public Health*

125. From the evidence of Rai Bahadur Dr. K. L. Choudhri, O.B.E., D.P.H., Officiating Director of Public Health, United Provinces, we understand that the strength of the Department at present, after retrenchment, apart from the superior officers, is as follows :

*Dr. K. L.  
Choudhri.*

The total number of staff, urban and rural, comes to 250 sanitary inspectors and about 72 medical officers of health, municipal medical officers of health and assistant medical officers of health and school health officers. In addition to this staff there are 48 Assistant Superintendents of Vaccination and about 900 vaccinators. There are 43 travelling dispensaries and about 60 more medical officers. The sanitary inspectors undergo training for two years and are recruited from among those generally who have passed the School Leaving Examination—though a few of them have passed the Intermediate examination, some are B.A.'s and one is B.Sc. The reduced scale of their salaries is Rs 50 to Rs.75.

126. The department being a new one there is little wastage and therefore it seems to us that, unless development on a big scale take place in this department, there is not much room for new entrants for some time to come.

127. It appears that none out of the 48 assistant superintendents of vaccination, who get salaries from Rs.40 to Rs.100, is even a Matriculate ; but Dr. Choudhri told us that the standard had recently been raised and only those who had passed the anglo-vernacular middle examination were taken in as vaccinators. They get salaries ranging from Rs.10 to Rs.35.

128. It is somewhat surprising that the department should have appointed so far men who had not passed even the Matriculation Examination as assistant superintendents as we think that on salaries ranging from Rs 40 to Rs.100 per month it should be possible to attract a number of Agra School Licentiates and graduates particularly B.Sc.'s who undoubtedly possess some scientific training and who should be capable of acquiring knowledge of sanitation and hygiene much more quickly and efficiently than the semi-educated class of men who have hitherto been recruited. Dr Choudhri was asked " Could you not get graduates for these jobs ? " The answer was :—" Why not ". He, however, added that it would be very hard duty.

129. Dr. Choudhri pointed out to us that there were certain number of men engaged by municipalities and district boards and their number was included in the figures which we have quoted above. What exactly is the number of men employed by municipalities and district boards in these provinces we are unable to find. Dr Choudhri was asked whether in his opinion the municipalities and district boards were doing all that they could or should for public health. His answer was that they were doing their best and he further added that they were maintaining a sufficient staff. In his opinion the standard that had been fixed by the Government was being maintained by the local bodies.

130 Dr. Choudhri has furnished us with a copy of the Partabgarh scheme which we have gone through. We are clearly of the opinion that there is much room for the expansion of this department in the province particularly in rural areas and in many of the local towns as the sanitary conditions existing there are by no means creditable.

131 We do not wish to make a general or sweeping statement with regard to all municipalities or district boards. But as residents of these provinces and as rate-payers, we are entitled to rely upon our own observation of the conditions of public health and sanitation and we believe that if problems of public health and sanitation in towns and particularly in the villages were more seriously tackled, not only would it conduce to the welfare of the people generally but it would also open out avenues for a large number of our educated young men.

132 In this connection we shall draw attention to the 66th Annual Report of the Director of Public Health where it is stated with regard to urban sanitation that

“There was no change in the number of medical officers of health employed in municipalities. On account of financial stringency it was not possible to appoint such officers in the twelve III class towns which have been on the list for some years for employment of medical officers of health. District Medical Officers of Health continued to supervise public health arrangements of 21 small municipalities situated within their districts.”

‘The scale for employment of sanitary inspectors is one for each 20,000 of the population. On account of increase in population of some of the municipalities proposals were submitted

to Government for corresponding increase in the number of chief and sanitary inspectors, and these proposals are under consideration ' " Retrenchments by municipal boards during the previous years continued during 1933 also. No new schemes of sanitary improvements were undertaken, in fact there is marked evidence of the normal expenditure under conservancy plant and appliances having been reduced in many cases below the previous year's working standard "

Similarly in regard to rural sanitation the report says .

" There was no expansion of the district health service during the year 1933 owing to lack of funds. It was also not possible to resuscitate the labour gangs which had been abolished in 1931 as a measure of economy. There is demand for village aid dispensaries in areas not served by fixed dispensaries, but much difficulty is experienced in replenishing their stocks. The department looks to district boards for funds for this purpose, but in most cases this help is not forthcoming "

133. We refrain from making any further quotations from this valuable report. We are aware that we are directly interested in the question of unemployment, but bearing that in mind, we feel that the restriction of the beneficial activities of this department and also the omission on the part of the municipalities and district boards to meet adequately the needs of public health and sanitation, have necessarily re-acted on the question of unemployment.

134. The conclusions we have arrived at are :

(1) That this department can provide scope for the employment of a fairly large number of educated men ;

(2) that posts of assistant superintendents of vaccination which have hitherto been given to men who are not even Matriculates should in future be given to men who possess some medical or scientific knowledge.

(3) that the number of medical officers employed in municipalities admits of an increase and such municipalities as have no medical officers of health of their own should be asked to employ qualified men ;

(4) that new schemes of sanitary improvement both in the towns and the villages should be taken in hand and qualified medical men possessing some diploma or degree in sanitation should be employed by district boards.

(5) that more adequate provision should be made for medical inspection and treatment of schoolgoing children in the Province and for that purpose the strength of the medical staff should be increased.

(6) If the district boards have not got sufficient funds to employ qualified medical officers they should be helped as far as possible by Government with financial assistance, unless by a re-arrangement of their budget or by fresh taxation specially for this purpose it is possible for the district boards to find the necessary funds.

*(I) Subsidiary Branches of Medicine**(1) Pharmacy*

135. While we are on the subject of Medicine we should like to point out that there is no separate provision in these provinces for instruction in Practical Pharmacy. The Principal of the Medical School, Agra, has informed us that

*Principal,  
Medical  
School,  
Agra*

“ There is a course of instruction in Practical Pharmacy for the 2nd year students of the Agra Medical School extending over a period of three months. This training is only given to medical students at the school ”

136. Rai Bahadur Dr. B. N. Vyas, Head of the Department of Pharmacology, King George's Medical College, Lucknow, has informed us that there is no provision for teaching Pharmacy as a separate subject either at the King George's Medical College or at the Medical School except in a limited manner as part of the subject of Materia Medica, conforming to the needs of a medical practitioner, and six demonstrations are given in Pharmacy as a part of the course of study for Materia Medica in the King George's Medical College.

*Rai  
Bahadur  
Dr. B. N.  
Vyas*

137. In England, however, the Pharmacy Acts of 1825 and 1868 gave power to the Pharmaceutical Society of Great Britain which was established in 1841 and received a Royal Charter of Incorporation in February, 1843, to conduct examinations for the qualifications of pharmaceutical chemists, and chemists and druggists respectively; and legally, every person who wishes to “ keep open shop for the sale of poisons ” is required to be registered with the Society in the one capacity or the other.

*Pharmacy  
Acts in  
Great  
Britain.*

138. Professional training, whether for the chemist and druggist or for the pharmaceutical chemist's qualification, falls into three parts :

(1) An instructional course of 440 hours for the Preliminary Scientific Examination.

(2) A period of practical training under approved articles of pupilage and conditions in a retail shop, or in the dispensary of a hospital, or in a manufacturing pharmaceutical laboratory :

(a) for the Chemist and Druggist qualifying examination, of at least 4,000 hours over a minimum period of two years .



(b) for the Pharmaceutical Chemist qualifying Examination, of at least 2,000 hours.

(3) A course of instruction at an approved institution

(a) for the Chemist and Druggist Examination, of at least 720 hours (one academic year) ;

(b) for the Pharmaceutical Examination, of at least 1,600 hours (two academic years).

139. Before commencing professional training, the student is required by the Regulations of the Society to have passed an approved preliminary examination. For this purpose the Matriculation, Intermediate, and Final examinations of any of the British universities, and a considerable number of School Leaving Certificates are recognized; provided that (except in the case of a Final Degree Examination) the student has passed in English, Arithmetic, Algebra and Geometry, and either two foreign languages, or one language, and a subject chosen from .

Higher Mathematics, Experimental Mechanics, Chemistry, Physical Geography, etc. Within the last two years the preliminary requirements have been made more stringent<sup>2</sup>

140. We are of the opinion that some provision should be made for separate training in Pharmacy as a career by itself. It should provide a source of employment to a fairly large number of our young men who may not be qualified for, or who may not have the necessary means for higher medical education. We have heard from some medical gentlemen that all that represents Pharmacy in these provinces in ordinary towns consists of the class of compounders with scarcely any efficient technical knowledge or training.

141. The subject has been dealt at great length in the report of the Drugs Enquiry Committee presided over by Lieut.-Col. R. N. Chopra, I.M.S., Professor of Pharmacology, School of Tropical Medicine and Hygiene, Calcutta, in Chapter V.

"The weight of evidence is," according to Lieut.-Col. Chopra and his Committee "decisively against the

<sup>2</sup> See Choice of Career Series, No. 2 (Secondary Schools), printed by the Board of Education in England

See also the Chapters on Chemists and Physicists, pages 165-176 in "The Professions" by A. M. Carr-Saunders and P. A. Wilson

competency of the present day compounders We are convinced that acute dissatisfaction is felt by the public and the medical men all over India in respect of the profession of pharmacy in general and of the work of the compounders in particular The reason for this is not far to seek when it is remembered how intimately connected the profession is with the health and well-being of the people at large We have no doubt that the condition of the profession is deplorable and its degenerate state cannot be exaggerated or over-emphasized There is no pretence at the cultivation of the science of pharmacy *as such* Pharmaceutists of the Western type who are conversant with the science of pharmacy and are able to carry on the duties of manufacturing and analysing drugs have not received recognition as a class " "The mere compounders who mechanically carry on the art of dispensing have neither the general education nor the special training to befit them for the efficient discharge of their responsible duties It is no wonder that they are found wholly unequal to their work The surprise is how they carried on thus far and how their condition and work failed to attract earlier notice or eluded vigilance and reform until now "

142. We gather from the same report that in the United Provinces a scheme for the training of compounders has been started since January, 1928, in six different centres of the province, namely Allahabad, Benares, Lucknow, Agra, Meerut and Bareilly. The minimum educational qualification enjoined is a pass in the VIII class of a recognized English school and the training to be undergone is for a period of ten months.

*Lieut.-Col  
Chopra.*

143. In view of the standard laid down in England and the condemnation of the present system in India by Lieut.-Col Chopra in his report, we think that the scheme is wholly inadequate and cannot attract young men with better qualifications or provide them with decent means of income.

144. As Lieut.-Col. Chopra points out, "in almost all the countries in the Continent of Europe, Italy, Norway, France, Sweden, etc., dispensing is reserved exclusively to the qualified people and a very high standard of training is maintained." We can see no reason why we should not aim at the same standard and make suitable provision for education in this subject with a view to opening out avenues of employment for our young men.

145. Accordingly we recommend—

(1) that the system which has been in vogue in these provinces since January, 1928 for the

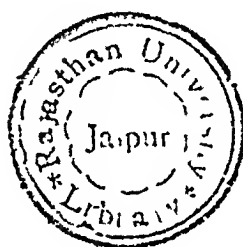
training of compounders, is, in our opinion, wholly inadequate and falls short of the standards suggested in Colonel Chopra's report ;

(2) that provision should be made for the training of men in Pharmacy and the necessary qualifications should be prescribed by rules and regulations for those who may seek such education, and that after an examination held by a duly constituted authority the successful candidates should be granted a diploma ;

(3) that in future Government should employ exclusively in their hospitals and dispensaries such qualified men as Pharmacists ;

(4) that suitable legislation should be passed organizing this profession, providing for education, examination, and the grant of diploma, and penalising the employment by private agencies of unqualified men.

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## (2) Dentistry

146 We are also informed by Dr. Vyas that there is no institution for training young men in Dentistry in these provinces but that proposals have been pending before the Government for establishing a School of Dentistry in the King George's Medical College. They have, however, been held up for want of funds. Several medical gentlemen whom we have examined think that there is a very fair scope for men trained in scientific Dentistry in these provinces and it is time that they displaced some of the quacks who having served as assistants to some Dental Surgeon set up as independent Dental Practitioners and sometimes are responsible for incalculable injury to the innocent patients. The Principal of the Medical School, Agra, is also of the opinion that if training in Dentistry could be given to young men, it would be highly beneficial and would certainly bring a decent income to young Dental Practitioners. This is also the view of Major D. R. Ranjit Singh, Rai Bahadur Dr. R. N. Banerji and Dr. Jai Raj Behari.

*Dr Vyas*

147. In England there are a number of universities which grant degrees or licences in Dental Surgery. Parliament passed an Act in 1921 prohibiting in future the practice of Dentistry by persons other than those on the Dentists' Register kept by the Dental Board of the United Kingdom. The only method of admission to this Register is now by proper training extending normally over four years at least from the date of registration as a student in a recognized Dental School attached to a hospital. Dentistry is now conceived as a department of General Medicine, and proper scientific education in its principles is required and regulated by law.

*Dental Board in United Kingdom.*

148. Accordingly we recommend that a School of Dentistry should be established at King George's Medical College, Lucknow, and that suitable legislation modelled on the English Act of 1921 should be passed prohibiting in future the practice of dentistry by persons other than those on the Dentists' register kept by the Dental Board of these provinces to be created by that Act.

## (J) Law

149. Law is the one learned profession in these provinces which attracts a large number of our young men. Provision for legal education is made by all the 5 universities in these provinces. The necessary qualification for admission into a law college is that the law student must be a graduate in Art, Science or Commerce. The length of course prescribed in all the universities is two years.

150. We have ascertained from various universities the figures with regard to graduates in Law during 5 years and we give them below.

Name of the University	Number of Student passed out					Total
	1930	1931	1932	1933	1934	
Allahabad .	196	200	100	188	139	823
Benares .	17	80	72	79	85	333
Lucknow	95	102	192	221	190	800
Aligarh	113	70	46	65	49	343
Agra	180	94	211	213	165	863
Total	601	546	621	766	628	3,162

In 1935 we gather that 795 passed the LL.B. examinations held by the universities in these provinces.

It will thus appear that during 6 years, i.e. 1930-35 the total number of Law graduates produced by the five universities in these provinces was 3,957.

151. We may point out that in addition to these graduates who practise as vakils or advocates there is another class of lawyers in these provinces who are known as pleaders though not a few of the pleaders are Law graduates. The Registrar of the High Court at Allahabad has given us some figures as to the number of persons

who have been enrolled as legal practitioners during the last ten years and we give them below :

Pleaders ..	2,606
Vakils .	601
Advocates	691

152. Similarly the Registrar of the Chief Court, Lucknow, has also supplied figures for the same period. We are told that the total number of legal practitioners enrolled in the Chief Court at Lucknow between the years 1925-34 was 1,247. These figures include also those who are members of the English Bar. But the number of such men cannot by any means be very large. Out of the 1,247 men enrolled at Lucknow there were 79 pleaders and 21 advocates who were originally on the rolls of the High Court at Allahabad, and there were 5 advocates who came to Lucknow from outside the United Provinces. Of the latter 5 two have left.

*Registrar,  
Chief  
Court*

It is necessary to point out that the figures for advocates cover those who got themselves enrolled as advocates under the Bar Councils Act, 1926.

153. We understand from a letter of the Honorary Secretary of the Bar Council, Allahabad, that in 1929 as many as 120 applications for enrolment as advocates were made, while in 1930 the number was 66 and in 1931 it was 78. In the year 1932 the number was 62 and in 1933 the number was 49 and in 1934 the number was 38. It would, however, be wrong to judge of the addition to the ranks of the legal profession by these figures. There are almost every year a fairly large number of lawyers who for financial reasons content themselves with being enrolled as pleaders

*Bar  
Council,  
Allahabad.*

154. It appears that during the last ten years only 16 persons from amongst those who joined the profession were taken in the Provincial Judicial Service after competitive examinations held in 1930 and 1934. There were 16 candidates selected for appointment in 1928 and 2 of them were appointed for the first time in 1930.

155. In Oudh 14 persons were appointed permanently to the Provincial Judicial Service, all of them having been selected before 1930. Besides these 10 candidates were selected in 1932 and 1934 for appointment. Of these 2 have been permanently appointed in 1935, 3 are working on probation and the remaining 5 are on the waiting list.

156 It is not possible for us to trace the employment of law graduates exhaustively in other departments of Government. We have, however, general evidence to the effect that some of them have joined various departments of the Government such as the Revenue, the Excise and the Registration; some have become teachers and a few of them have been driven to accepting minor posts in the police or other departments in these provinces.

157 We have examined the figures of institutions before the High Court and the Chief Court and the courts subordinate thereto between 1929 and 1933 (*See Appendix V*) and we are not prepared to say that there is such an appreciable drop in the volume of litigation that that alone could have had any serious reaction on the employment of lawyers. Our attention has been called during the progress of our discussions to the reports of the Registrars of the Allahabad High Court and the Chief Court which show that there was a considerable drop in civil litigation in the year ending 31st December 1934, but it is anticipated that the Agriculturists Relief Act and the Encumbered Estates Act may probably lead to an abnormal increase of work in Execution proceedings. It seems to us that the true explanation of the present state of acute unemployment among lawyers lies in the rapid and substantial increase in the number of lawyers and all the consequent evils flowing from it.

158. A glance at the figures we have referred to above will be enough to show that the increase in the output of law graduates by the 5 universities functioning in these provinces has been out of all proportion to the requirement of the litigating public. We have had the benefit of the opinion of several members of the legal profession on this question. It is not necessary for us to refer to the evidence of all. The evidence of Dr. Kailas Nath Katju, M.A., LL.D., one of the leaders of the profession practising at Allahabad may be taken as fairly representative. He states that

“It is notorious that the supply of lawyers has wholly out-run the demand so far as the legal profession is concerned.” Dr. Katju also says that “taken in conjunction with the present economic depression which is producing an increasing inability on the part of the litigants to pay adequately for legal assistance, the condition in the legal profession from the pecuniary point

Dr. K. N.  
Katju

of view, speaking generally, is deplorable. It is correct to say that a large majority of practising lawyers are unable to earn incomes adequate to maintain them even in ordinary comfort."

We regret, however, that we cannot agree with him on one or two material points. For instance, we are not prepared to endorse his view that the Indian universities have been making constant endeavours to raise the standard of legal education. Our own view is that so far as universities in these provinces are concerned, legal education has not occupied the place to which its importance entitles it; and we are not prepared to say that the standard of legal education has risen to the extent to which it has risen in certain other departments. At one stage of his evidence Dr. Katju expressed the opinion that the annual increase in the number of law graduates may be ascribed to the dearth of any other alternative profession. He, however, agreed that it was not a desirable thing for young men to adopt the profession of law only because they had nothing else to do.

159 Under the best of circumstances a growth in the number of lawyers on this scale cannot be looked upon as a satisfactory feature of national life; and from the point of view of the profession itself it is bound to lead, as we fear it appears to have led, to very unhealthy competition, undercutting, and lowering of standards. We regret to have to say that the legal profession, which is and ought to be a very honourable profession, has lost a great deal of prestige and position in these provinces and unless some measures are taken to re-organize the profession, we are afraid that in a few years' time the conditions of the profession will be even worse.

### *Re-organization of the Profession*

160. It has been suggested in certain quarters that to relieve unemployment in this profession it is desirable that the enrolment of new advocates should be stopped for the next few years. We understand that at one time a rule limiting the enrolment of advocates or vakils to the first 30 graduates in Law was enforced for a temporary period in the Punjab but it was withdrawn as it did not work well. It created a great deal of discontent among young men and to the best of our knowledge and belief it did not lead to any improvement of the position there. In certain parts of Europe such as Hungary the enrolment of new members of the legal

*High  
Court.*



profession for the purposes of practice has been stopped for a temporary period. We are not, however, prepared to recommend such an extreme step, as we think that it is possible to achieve satisfactory results by a re-organization of the profession in these provinces. It must be borne in mind that the system of solicitors does not prevail in these provinces as it does in the towns of Calcutta, Bombay or Madras. The advocate in these provinces combines in himself the functions both of a solicitor and a counsel with the result that he has to draft or draw up plaints, written statements and petitions and other legal documents and to "act" in connection with judicial proceedings and also to examine witnesses and argue cases which are the proper functions of a counsel. In Calcutta and Bombay members of the English Bar practising on the original side of the High Courts and also advocates practising on the original side do not receive instructions directly from clients. They are approached through and instructed by Solicitors who are responsible for their fees. This double agency has, it is apprehended, tended to increase there the cost of litigation considerably. We are not prepared to suggest the adoption in full of the system of this double agency in these provinces, but we are distinctly of the opinion that a modified form of the system prevailing in the Presidency towns, if adopted in these provinces, will not only lead to the relieving of unemployment amongst the vast majority of the members of the profession, but also to efficient legal work. We do not say and must not be understood to suggest that we desire to interpose between the client and the counsel appearing in court a solicitor for the purpose of instructing him.

*Drafting  
and con-  
veyancing*

161. It is well known that in Calcutta, Bombay and Madras documents relating to important transactions such as Wills, Mortgages, Leases, Settlements, Partnership Deeds, Deeds of Partition, Deeds of Adoption are drawn up by trained conveyancers or Solicitors, whereas in these provinces such documents are scarcely if ever drawn up by practising lawyers. They are generally drawn up by men wholly untrained in the art of conveyancing or drafting with the result that the want of technical skill on the part of the draftsman leads not infrequently to litigation and trouble which could easily have been avoided. Unfortunately again the education given to lawyers so far as the art of drafting or conveyancing is concerned is practically nil and it is

not every practising lawyer who can do this class of work efficiently. Further, we desire to point out that it is not the practice in these provinces among business-men and zamindars to spend any money in paying trained lawyers or conveyancers, whenever or wherever available, for getting work of this kind done by them. The usual practice is that they get documents drawn up by ordinary scribes on payment of very paltry sums with the result, as pointed out above, that defects in draftsmanship of such documents not infrequently lead afterwards to very expensive litigation. Unfortunately, again, it is assumed by persons interested in legal transactions or proceedings that the lawyer's function is only to work in Courts of Law whereas in England and in the Presidency towns there is a great deal of work which is done by lawyers outside courts to prevent unnecessary litigation and they are paid for this work quite handsomely. We may further point out that in these Provinces, except in very rare instances, it is not the custom for big landlords or business men to retain permanent legal advisers for advice and consultation—a practice which prevails in England and some other Indian provinces and which has been found to be useful and economical.

161 (a) In view of these considerations we are of the opinion that lawyers practising in these provinces should be divided at their option into two classes. The first class should consist exclusively of those only who will restrict themselves to the proper functions of a counsel, that is to say, those who will appear in courts of law to examine witnesses, to argue cases and to do all other work which properly falls within the province of a counsel. The second class should consist exclusively of those who will apply themselves to the drafting of legal documents whether they are to be presented in courts or not and doing all such other acts as may be necessary for the completion of a legal transaction or the progress of a law-suit or a legal proceeding in a Court of Law. In the case of such practitioners we should not object to the system of partnerships. Indeed we see some distinct advantages in such a system which we should be prepared to encourage

*Division  
of lawyers  
into two  
classes*

162. A member of one class should not be allowed to encroach upon the province of the other though it should be open to a member who merely "acts" to consult a person performing the function of a counsel. We do

not think that this system would lead to any appreciable increase in the cost of litigation. But even if it does such increase will be more than compensated by the efficiency of work at various stages. Further, we think that the work of conveyancing and drafting, which is a very responsible work, should afford employment to a number of lawyers whose services in courts are not engaged for one reason or another. The two functions are, in our opinion, wholly different. According to our system it should be open to a client or to a litigant who wants to get a case argued or a motion made in a Court of Law to approach a counsel directly without the intervention of an advocate belonging to the other class. If he does so he will simply pay him such reasonable fee as may be due to a person undertaking to work as a counsel without at the same time also undertaking to do other miscellaneous work which has nothing to do with the functions of a counsel.

163 In order to guard against the evils resulting from the employment of unqualified draftsmen and also to protect trained lawyers doing the work of draftsmanship, it seems to us necessary that there should be some legislation providing that no petition or application by a litigant which he intends to present to a Court of Law shall be drawn up for him by any one except a qualified lawyer; and further that a compulsorily registrable document shall not be received for registration by the Registration Department unless, on the face of it, it bears the certificate of a qualified lawyer that it has been drafted by him on instructions received from the executant, an exception being provided in the case of a testamentary document which a person writes in his own hand, or where such a document is written for him and at his instance by any person other than a qualified lawyer under circumstances in which it could not be written or drawn up by a qualified lawyer or draftsman.

164. As regards the general division of lawyers into two classes—and our proposal must be understood to apply to the existing lawyers as also to the future recruits of the profession—we think it will be necessary to pass suitable legislation to give effect to our recommendation. We are afraid that such an arrangement cannot be given effect to by any conventions adopted by the profession itself. If such legislation is passed, power should be vested in some authority, such as a committee

of Judges, to frame rules laying down the proper functions of lawyers of either class.

165 There is another aspect of the question to which we must now advert. At one time there was a rule to the effect that no vakil could practise at the High Court unless he had practised for a certain number of years in a district court and obtained the permission of the High Court. Under the present system a young man after receiving his training for a year in the Chambers of a senior lawyer in the High Court or in a district can at once start practice at the High Court. We fear that the system of training in the Chambers of senior lawyers has not yielded the results which were at one time anticipated. The result of the present system is that during the last 4 or 5 years the number of men who have set up their practice at the High Court has greatly increased with the consequence that competition among the junior ranks has become infinitely more keen than it has been at any time and it has led to results which can only tend to weaken the moral and economic position of the profession. We are of the opinion that the old rule requiring practice in a district court for a certain number of years before starting practice at the High Court should be revived in the case of those who desire to practise at the High Court or the Chief Court in these Provinces.

*Practice at  
the High  
Courts.*

166. Another reason for the growth of unemployment in the legal profession which seems to us to call for some effective action is the absence of what is technically called in England a Senior or Inner Bar. A King's counsel or a silk as he is called has certain obligations cast upon him by reason of his status in respect of the class of work he will take or will not take. According to a longstanding rule of the profession, in England a King's Counsel except when appearing for a plaintiff in *forma pauperis* cannot hold a brief for the plaintiff on the trial of a civil cause without a junior, and in most other cases a King's Counsel must have a junior briefed with him. In a proper case junior counsel who settled pleadings can lead another junior counsel, and fees for both be allowed on party and party taxation. King's Counsel only appear at Judges' chambers or in inferior courts in exceptional cases. On being called within the bar a King's Counsel gives up that part of a barrister's practice which consists of drafting and of writing

*Senior  
Bar in  
England.*

opinions on evidence, but may settle any such drafting and advise on evidence in consultation with a junior. In the Chancery Division, the rule is that a King's Counsel should not, except in consultation with a junior, settle pleadings even in cases in which he has been engaged before taking silk. We fear that it is not unoften the case that work tends to concentrate nearly everywhere in these provinces in the hands of a few men and this work is accepted by them generally without regard to its nature, importance or value or special fees with the result that work which should legitimately go to the junior section of the bar does not go to it in the ordinary course. It is true that juniors are engaged along with seniors in a number of cases, but we are not at all sure that they are always adequately paid or that there is any conventional proportion observed between the fee paid to a senior and that paid to a junior, or that consultations or conferences are ordinarily held between the senior and the junior in the case, so that in case of an unforeseen emergency or necessity the junior may relieve the senior in the actual conduct of the case. The result is that the client does not get the full advantage of having more than one counsel in his case. In every self-governing dominion and also some of the Crown colonies the system of appointing King's Counsel prevails and we see no reason why at any rate under the new constitution the Governor General should not have as representing the Crown the power to create King's Counsel provided of course that those who agree to accept the higher status will also agree to abide by the obligations of that status. If suitable legislation is necessary in this respect we should be understood to recommend it.

167. Accordingly we recommend—

(1) that lawyers practising in these provinces should be divided at their option into two classes, viz.

(a) those who will restrict themselves to the proper functions of a counsel, that is to say, those who will appear in Courts of Law to examine witnesses, to argue cases and to do all other work which properly falls within the province of a counsel ;

(b) those who will apply themselves to the drafting of legal documents and doing all such other acts as may be necessary for the

completion of a legal transaction or the progress of a law-suit or a legal proceeding in a Court of Law. In their case we should not only allow but encourage partnerships.

(2) A member of one class should not be allowed to encroach upon the province of the other, though it should be open to a member who merely "acts" to consult a person performing the function of a counsel

(3) Arrangements should be made by the universities and the Bar Council for giving training to law students at the various universities in conveying, drafting and pleadings.

(4) Legislation should be passed in order to guard against the evils resulting from the employment of unqualified draftsmen and also to protect trained lawyers doing the work of draftsmanship. We think it is necessary that there should be some legislation providing that no petition or application by a litigant which he intends to present to a court of law shall be drawn up for him by any one except a qualified lawyer; and further that a compulsorily registrable document shall not be received for registration by the Registration Department unless on the face of it, it bears the certificate of a qualified lawyer that it has been drafted by him on instructions received from the executant, an exception being provided in the case of a testamentary document which a person writes in his own hand, or where such a document is written for him and at his instance by any person other than a qualified lawyer under circumstances in which it could not be written or drawn up by a qualified lawyer or draftsman.

(5) While a student may attend the chambers of a practising lawyer during the course of his studies or even after taking his law degree if that is considered to be necessary, we think that the old rule which required in the case of a vakil that he should have put in some years of practice in a district court before he applied for permission to practise at the High Court should be restored in the case of advocates.

(6) A senior or inner bar should be created and there should be the institution of a King's Counsel which prevails not only in Self-Governing Dominions but also in some of the Crown colonies provided of course that those who belong to the senior bar shall also accept all the obligations which are accepted by a King's Counsel in England

### *Legal Education*

168. The question of unemployment in the legal profession in these provinces appears to us to be intimately connected with the question of legal education. The Universities of Allahabad, Lucknow, Benares and Aligarh have Faculties of Law and provide for legal education. So far as the Agra University is concerned, as we have said above, it is merely an examining body and allows Law classes to be maintained by several colleges situate in different towns which are affiliated to it. We feel that the proper thing to do would have been to concentrate legal education at some convenient and well-equipped legal centre, but we fear that we have gone too far in the opposite direction to be able to conveniently retrace our steps now.

The aim of all legal education everywhere in these provinces is to produce lawyers for the Bar and the Bench and nothing more. There is an impression abroad that Law classes or colleges are maintained by the universities or different colleges as a source of revenue.

169. Professor Hohfeld, a very distinguished Professor of Law in Yale University, has discussed the question of legal education at great length in one of his books. He thinks that the aim of all legal education should be to produce certain classes of lawyers or jurists; for instance :

- (1) professorial jurists ,
- (2) jurists for legal authorship ;
- (3) jurists for legislative reference and drafting work ;
- (4) jurists and experts for membership in, and assistance to, various types of administrative commissions, executive departments, etc. ;
- (5) jurists for membership in legislatures ;
- (6) jurists for the Bar and the Bench.

Making allowance in this classification for conditions peculiar to America it seems to us that there is a great deal in what he says which is applicable to the conditions prevailing in these provinces

170. In this connection we may also refer to the recommendations of a Committee which was appointed in August, 1932, by the Lord Chancellor (Lord Sankey) in England under the chairmanship of Lord Atkin for the purpose of considering the entire question of organizing legal education in England and bringing about a closer coordination between the work of the Universities and the professional bodies and also for providing for advanced research in legal studies. The Committee recorded a mass of evidence for a year and a half and in July, 1934, presented a unanimous report to Parliament. Among other recommendations which it makes there are two very vital recommendations of a far-reaching character. One of them is the establishment of a permanent Advisory Committee on Legal Education, consisting of three members nominated by the Council of Legal Education, three by the Council of the Law and Society, six by the Society of Public Teachers of Law, one by the Standing Committee of Vice-Chancellors of English universities, and one by the Lord Chancellor. The second proposal of the Committee is that an Institute of Advanced Legal Studies with the object of promoting comparative and historical research should be established in London, and the third recommendation is that there must be correlation of the resources in legal matters of the different law libraries in London. We are drawing attention to some of the recommendations of this Committee only to show that even in England where in our opinion legal education is already of a much higher type than that which is given at the universities in these provinces, there is a demand for further reform, and as Professor Jenks has recently pointed out in an article in the Jubilee Number of the *Law Quarterly Review*,

*Atkin  
committee*

“The purpose of legal education is not only to teach youthful students the elements of their studies. Like all other education, it fails in its task unless it stimulates a select few of its devotees to carry the torch of learning into new lands, and to light the way before their followers. For Law, and specially English Law, is a living organism, ever striving to adapt itself to new conditions, always liable to be choked by survivals which have lost their use, or baffled by problems hitherto unsuspected.



These survivals may be explained and excused by the study of history, in which English Law is uniquely rich, and these problems may be solved by philosophical study, based either on analysis or a comparative study of similar problems in other systems "

*Standard  
of legal  
education*

171. Judged in the light of these remarks we do not think that we could really claim very much for legal education as it is imparted in our Universities. They do not aim at all at producing men who want to adopt professorial work as the main occupation of their life, or who would like to devote themselves to legal authorship. There is, so far as we know, no attempt or at any rate no serious attempt, made anywhere at teaching conveyancing or drafting or pleadings. The only object which universities have in view is to produce graduates in Law so that they may join the legal profession or secure some Government appointment. This we think to be wholly inconsistent with the ideals of university education in a cultural subject such as Law. Judged therefore by the standards of legal culture and scholarship we are afraid that the legal education which is given is of a very narrow and limited character. For a practitioner in a court of law no doubt it is necessary that he must have an accurate idea of the statutory law or the case law, but we think that if legal education has for its object the broadening of a man's mind and enabling him to contribute to the development of legal ideas or to the correlating of law to the sociological needs of the country, then the legal education which is imparted to our graduates at present falls very short of the necessary standard. There are subjects such as the Constitutional Law, Private International Law, Public International Law, Industrial Law, Company Law which are of growing importance and which will, we think, assume greater importance under the new constitution. We hardly think that adequate provision is made in the universities for the teaching of these subjects. For the future generation of lawyers it will not be enough to know merely their Code of Civil Procedure or the Code of Criminal Procedure or the Indian Penal Code or the Rent Acts or similar other Acts. They must know a great deal more and know it much more thoroughly and accurately than is the case at present. It is therefore necessary that the universities in these provinces should very seriously revise their conception of legal education and provide accordingly. Quite apart from these subjects which should form a very stimulating study to young men we fear

that in regard to practical matters of Law too sufficient instruction is not given to our graduates. We may instance the subject of pleading and drafting. It is by no means an infrequent experience of those who practise at the high courts to find judges, particularly those who are accustomed to English standards, very severely criticising the slovenly and inartistic manner in which pleadings are drawn up.

172. When we take into consideration the staffs maintained by the universities we are driven to the conclusion that they are wholly inadequate to the needs of a sound liberal education in Law. A comparison of the strength of the staff on the Law side of the universities with the Science side or some other sides will, we think, be found to justify our criticism; nor do we think that the staff is everywhere and always selected with discrimination or adequately paid. Usually lawyers who are either at the start of their professional careers or who have not yet acquired a large practice are appointed as lecturers or readers and we fear that in this department as in some others canvassing has at times produced unhealthy results. They accept these appointments only for a temporary period as this enables them to tide over the difficult period of waiting in the profession.

173. For several years past as will appear from the publications of the Carnegie Foundation on the Present Day Law Schools in the United States and Canada, there has been a great deal of controversy as to the aims and objects and the methods of legal education in those countries :

“ During a more recent period,” says Professor Hohfeld, “ natural science, greatly encouraged by the demands from the enormous industrial activities of the country, has had the position of by far the greatest prominence, and thus it is that we now have separate university departments of physics, chemistry, zoology, entomology, botany, geology, agriculture, horticulture, etc. each with elaborate equipment and with an able faculty frequently larger than that of an entire law school. Many of the professors of science moreover are expected to devote most of their time and energies to research and publication ”

*Carnegie  
Foundation  
on the  
Present  
Day Law  
Schools in  
United  
States and  
Canada.*

174 We wish we could say with Professor Hohfeld that natural science had, here, been very much “ encouraged ” by the demands from “ the enormous industrial activities of the country.” But making allowance for

such want of encouragement and taking a comparative view we think we can reasonably say that there has been an appreciable improvement in departments of physics, chemistry, zoology, botany, etc., but we cannot say that there has been any great move forward in the matter of legal education. Having made the statement which we have quoted above the learned professor goes on to say

“ All this being so, there would seem to be at the present moment an unusually great opportunity to persuade men that the kind of institution heretofore most neglected and now therefore most deserving to be fostered on behalf of the public interests is a great school of jurisprudence and law—one with a programme more constructive, vital, and hopeful than any yet represented in this country. The time is ripe, for, during the last several years men in all walks of life have come to reflect upon the evils and perils afflicting and threatening our system of law and justice. Men’s minds have been stirred to the points of conscious and definite struggle for change, and matters of law and justice have become great political issues both in the nation at large and in the various states ”

This was stated during the last War. Since then public and official opinion has compelled universities in those countries to make some very far-reaching changes in legal education and yet expert opinion there is not wholly satisfied that they have gone far enough. We do not think, however, that we have made in these provinces any appreciable advance in the matter of legal education during the last 15 or 20 years.

175 The feeling in certain quarters is growing that a two-year course for legal education is wholly inadequate and that the length of the course should be, as at Calcutta, at least three years. Further there must be some more intimate connection established between the Faculty of Law and the University authorities and the Bar Council, the latter undertaking also to provide for some practical education which we think will be far more useful than the mere training which is given to young law graduates in a senior lawyers’ chambers for a period of one year or six months.

*American  
Bar Asso-  
ciation.*

176 As recently as the 1st January, 1935, the American Bar Association passed certain important resolutions. They insist that the students must pursue a course of three years’ duration if they devote substantially all of their working time to their studies, and a longer course, equivalent in the number of working hours, if they devote

only part of their working time to their studies. Among other things they require the provision of adequate libraries for the use of students. We are very doubtful whether such adequate libraries—and law libraries are very expensive—exist at many places in these provinces. They further require that law schools shall have among their teachers a sufficient number of men giving their entire time to the schools to ensure actual personal acquaintance and influence with the whole student body. We very much doubt whether it can be said that all the universities or all the colleges in these provinces have got a sufficient number of teachers giving their entire time to their schools and whether there is much of personal acquaintance and influence on the part of the teachers with the whole student body. Lastly the American Bar Association lays down that law schools shall not be operated as commercial enterprises and the compensation of any officer or member of its teaching staff shall not depend on the number of students or on the fees received. This we are afraid is wholly inconsistent with the present position in our law colleges which are maintained perhaps as sources of revenue. If what we have stated above is accepted it will follow that the universities will have to liberalize legal education, revise their curricula, lengthen the term of study at the law colleges by one year, provide more adequate libraries and employ larger number of teachers. Law will then become a subject of serious study and graduates will then decide to join the legal profession deliberately and not merely as they do in a spirit of gamble or only because they have got nothing else to do.

177. Accordingly we recommend as follows :

(1) (i) that the subject of legal education at the universities must receive greater attention than it has hitherto done, provision being made for adequate instruction in subjects which have hitherto not received due attention ;

(ii) and that a Council of Legal Education should be created consisting of representative of (a) the teachers of Law and Civics, (b) some Judges, and (c) Some eminent lawyers whose function must be to promote higher legal education ;

(2) that the course of study for a Law degree should not be of less than three years ;

(3) that there must be a liaison established between the Faculty of Law and the Bar Council and the work of teaching should be divided between the two ;

(4) that a larger number of teachers, more adequately paid than they are at present, should be employed for legal education ,

(5) that concerted action must be taken by all the universities in these provinces ; and

(6) that if the lengthening of the course of study should affect the candidates for judicial service adversely in respect of the age qualification, the rules should accordingly be changed.

*(K) Other Professions*

178. In the preceding sub-divisions of this Chapter we have dealt with some of the existing professions in these provinces. It seems to us that there are certain other professions which are open to young men in other countries and even in other parts of India which are absolutely closed to our men mainly because no attempt has been made to create those professions or to provide the necessary education or training for them. We think that the training in some of these professions can be easily given in existing educational institutions by opening new classes and employing qualified teachers. As regards others, it may be necessary to establish some new educational institutions. In a note submitted to us by Professor N. K. Sidhanta, Dean of the Faculty of Arts, Lucknow University, and Mr. R. R. Khanna, Registrar, Lucknow University, a few concrete suggestions have been put before us. We may say that we are in complete agreement with Professor Siddhanta and the other representative of the Lucknow University

*Professor  
Sidhanta  
and Mr  
Khanna*

“ That the public should now look upon university education from a new angle, namely, that it has ceased to be a sure channel for obtaining Government or other safe appointments Whereas university education is a necessity for the development of the mind as a basic requirement of intelligent citizenship, it does not furnish the wherewithal required for that citizenship It is imperative, therefore, that parents who send their sons for university education should satisfy themselves that either (1) the boy has the brains and the power of application to make his work successful, or (2) there is enough money in the parents' pocket to maintain the young man without the absolute necessity of having to earn a living before 25 to 30, or (3) the boy is prepared to take up the profession of teaching on a low salary If one or the other of these conditions is not satisfied, the parents should definitely turn their boys to any one of the money-making vocations at the age of 16 at the latest A wrong decision at this stage will make all the difference between success and failure Quite a fair number of young men who join our universities have not the slightest intention of doing any serious work nor do they utilize their opportunities for developing the power of leadership or even organizing work ”

We are glad to be able to quote this passage coming as it does from two gentlemen connected with the Lucknow University who have submitted that note after incorporating the suggestions received from the Vice-Chancellor and their various colleagues.

179. We have carefully looked into the circulars issued by the Ministry of Education or the Ministry of Labour in London and considered whether some of the careers which they suggest may not easily be provided in these provinces. They are Accountancy, Architecture, Insurance, Veterinary Surgery, Librarianship, Clerical and Secretarial Work, Salesmanship, Aviation, Cinema, Broadcast Stations, Reception Services, and Journalism, etc. We shall notice only a few

*Account-  
ancy.*

180. So far as accountancy is concerned, in England it dates as a profession from about the middle of the 19th century. With the growth of industries and banking institutions in these provinces, there should be a demand for trained and qualified accountants. We think that intermediate colleges and universities can easily with some extra cost, for which no doubt they should be helped, make special provision for education in those subjects which are usually taught to accountants. We believe that part of those subjects are already taught to students who take the commercial courses, but what we are suggesting is that it is possible for the intermediate colleges and universities to make special provision for instruction in Accountancy.

*Architec-  
ture.*

181. Similarly, with regard to Architecture, while it is no doubt true that, at any rate in these provinces, the ordinary engineer or overseer and very frequently the *mistri* is supposed to do the work of an architect, no attempt has hitherto been made to provide separate and special education in Architecture except a short course at the Roorkee College. We are not suggesting any ambitious scheme. For the present, we think that a small beginning may be made in this direction. In England, we understand, that there are three modes of securing professional training : (a) training at a recognized school of Architecture, (b) pupilage, and (c) entry into office as junior assistant. There being no system of pupilage and there being no possibility in these provinces of entry into office as junior assistants, the only course left for developing this profession is by the establishment of a school of Architecture at some convenient centre. Probably, in the beginning, the services of trained architects may not be in great demand, as many people are content to avail themselves of the services of the ordinary *mistri*, but we think that many house owners, public institutions and even Government departments which have to carry on building operations will most probably call in the services of trained architects.

182. Next, we need hardly draw attention to the rapid growth of insurance companies in these provinces. We doubt very much whether many of the men who are employed by these companies are men who have received any course of training in insurance work. In England, we understand, the qualifying examinations for Fellowship, and Associateship of the Chartered Insurance Institute consist of (a) a preliminary examination, (b) an Associateship examination in two parts, and (c) a Fellowship examination in two sections. There is no reason why such training should not be given in some of the schools or intermediate colleges to those who may desire to join insurance companies. *Insurance.*

183. Similarly, a training in Librarianship should certainly appeal to some educated men. We believe that there are public libraries or university libraries or special libraries attached to courts and some departments of Government in these provinces which should be all the better if the services of trained and qualified librarians were available to them. In London the course of training for the University of London Diploma in Librarianship is undertaken at the School of Librarianship, University College, London. For admission, it is desirable that candidates should be graduates of the University of London or other approved universities; non-graduates may be admitted if they have the Matriculation or the School Leaving Certificates of the University of London. The course of training for the Diploma extends normally over two academic years for full-time students and for not less than three or more for part-time students. Such students may find employment not only in these provinces, but in other parts of India and Indian States too where there may be libraries. *Librarian-ship*

184. We now come to what we consider is likely to be a more profitable career for educated young men. We refer to training in Secretarial work. Secretaries are now required by the heads of various departments, by important officials, commercial concerns, politicians and we believe also by not a few members of Legislative Councils and Assemblies. As public life develops in these provinces, as men seek more and more parliamentary careers, we think there will be a considerable room for the employment of qualified and well-educated young secretaries to help the members of Councils and Assemblies. Similarly we think there will be room for this class of men in many of the industrial concerns and *Secretarial work.*



companies. A broad general education must be the basis of all Secretarial work. In addition to that, the Secretary is generally required to possess a knowledge of shorthand and to have a competent knowledge of office work. He must be able to collect the necessary material and write notes for his employer. We think that provision should be made for training Secretaries by universities or intermediate colleges provided they, at the end of training, grant diplomas to men who succeed at such examinations as may be held from time to time.

*Veterinary  
surgery*

185 We would also draw attention to the recommendations of the Royal Commission on Agriculture in India in regard to the training of Veterinary practitioners which are to be found in their report. They emphasised the necessity for an enlarged and a more efficient veterinary service and its training, and recommended the framing of a suitable curriculum for training veterinary assistant surgeons. The report on "The Progress made during the calendar year 1931," in giving effect to the recommendations made by the Royal Commission on Agriculture says :

"It was not possible to re-organize the Veterinary Department owing to lack of funds. No foreign State scholarships were awarded during the year and 5 scholars were sent to the Bengal Veterinary College for training as veterinary assistant surgeons."

A later report for the year 1932-33 shows that

"There has been no change in the staff of veterinary inspectors and veterinary assistant surgeons or in the conditions of service. Three posts of deputy superintendents have however been abolished, and new posts of superintendent created thereby relieving the Director, Civil Veterinary Department, of the charge of a circle and leaving more time for general administration and direction."

The importance of veterinary service in a province which is essentially an agricultural province can hardly be exaggerated, and we think that some steps should be taken to establish a veterinary college in the province and to give effect to the other recommendations of the Royal Commission. We believe that training given on the lines suggested by the Royal Commission and a re-organization of the service should provide employment to a fair number of our young men.

186. We would now come to Journalism as a profession. It appears that the number of newspapers and periodicals in these provinces was a little over 600,

*Journal-  
ism*

in 1932-33. Of these 22 were published daily, 10 bi-weekly, 230 weekly and 239 monthly. We find that the output of the more important centres was as follows :

Allahabad 77 papers, Lucknow 70, Agra 46, Cawnpore 45, Benares 37, Meerut 34, Aligarh 27, Gorakhpur 21, Moradabad 20, Saharanpur 16, Etawah 14, Jhansi 13, Bijnor, Fatehpur, Muttra and Muzaffarnagar 12 each, Budaun 11, and Fyzabad and Rae Bareilly 10 each.\*

187. Probably a very large number of these publications do not command very large circulation, nor do we think they are from a commercial point of view profitable undertakings. But still we presume that there is a sufficiently large residue of these publications which command a fair amount of circulation and which employ a certain number of educated men on their staff. At the third All-India Press Conference held at Calcutta in August last, over which Mr. C. Y. Chintamani, Chief Editor of the *Leader* presided, he referred to the necessity for providing some preliminary training to journalists.

*Third All-India Press Conference*

"While sufficiently high preliminary qualifications are required of members of other professions," said Mr. Chintamani, "there are no institutions for the training of journalists and no minimum qualifications demanded of applicants for appointment as sub-editors and reporters. It is not always realized that not every stenotypist can be a reporter and that not every man who has failed to get a job elsewhere is good enough for appointment as a sub-editor. Last year, in Calcutta, an attempt was made in this behalf and a scheme was actually drawn up for the institution of courses in journalism in the University of Calcutta. I do not know what progress has been made with it. I hope it will be found possible to introduce, in at least some of our universities, courses in journalism not necessarily identical with but more or less similar to those which have been in force for a number of years in the London School of Economics. Ultimately, it is true, the best school of journalism is the office of a daily newspaper. Nonetheless, a certain amount of preliminary training of prospective journalists should be very welcome to those who are responsible for the conduct of our big newspapers."

*Mr C. Y. Chintamani.*

We are aware that the Calcutta Conference was sharply divided on this question and the resolution on this question was lost by 51 votes as against 49. Nevertheless we attach considerable importance to the opinion of Mr. C. Y. Chintamani and we need scarcely

\*(See the Report on the Administration of the United Provinces of Agra and Oudh, 1932-33, pages 82 and 83)

say that we are in complete agreement with him. We are also glad to be able to refer to the opinion of Mr. Anis Ahmad Abbasi, editor of the *Daily Haqiqat*, Lucknow, who has, in a note submitted to us, laid stress upon the necessity of giving at least three years' training in the case of matriculates and two years in the case of graduates for journalism by our universities

Mr. Allan  
Nevins.

188. We may point out that "since 1900," in the words of Mr. Allan Nevins

"There has been an almost worldwide debate upon the value of schools of journalism, many defending such schools as making for a more expert profession and others declaring that practice is the best training and that schools will force a host of untalented and ill-adapted men into the callings and lower the conditions of employment"

Schools for training have been most highly developed in the United States where in 1930, fifty American colleges and universities were offering full curricula in journalism and hundreds of single courses were being given in other colleges and in high schools. On the Continent too, as for instance at Heidelberg there are a large number of universities which have established such schools. In Australia, universities have developed courses in journalism and the University of Queensland offers a special degree. This is also true of the Canadian universities. In the opinion of the International Labour Office, special education is making progress all over the world.

189. We have no doubt that in the years to come when political life in these provinces develops, journalism also will develop and probably vernacular newspapers will play a much greater part in the life of these provinces than they have hitherto done. In order to make these papers efficient we see no reason why the proprietors or conductors of these papers should not avail themselves of the services of men who have received some general training in journalism at a university. We, therefore, entirely support the suggestion of Mr. C. Y. Chintamani and we trust that following the example of so many other universities in the world—we believe that some provision already exists for the training of journalists at Madras—the universities in these provinces may also establish a degree or a diploma for journalists and provide training to those who may desire to adopt the career.

190. Our conclusions and recommendations are as follows :

(1) We think that there is a great need for creating and developing some new professions so as to provide new careers for our young men.

(2) Apart from such professions as Pharmacy and Dentistry to which we have referred before in a previous chapter, we think professions such as Accountancy, Librarianship, Insurance work, Secretarial work, Veterinary surgery, and Journalism can be and should be created in these provinces, and we recommend that instructions in Accountancy and Insurance work and Secretarial work should be provided for by the intermediate colleges and the universities along with or in addition to the course prescribed for the Examinations in commercial courses. They should institute separate diplomas in all these subjects.

(3) Similarly we think that the universities should arrange for a course of instruction in Journalism and Librarianship and should institute diplomas in these subjects.

(4) We think the very meagre instruction in Architecture now given at Roorkee should be expanded into a separate Diploma class in Architecture, branching off from the main Civil Engineering class after the first year. We recommend this because the subject of Architecture has considerable kinship with the subject of Civil Engineering for which the Roorkee College is the best institution in this country.

(5) (a) The veterinary service should be re-organized and the recommendations of the Royal Commission on Agriculture in regard to veterinary training and service should be given effect to at an early date ;

(b) steps should be taken to establish a Veterinary College in these provinces.

## CHAPTER IV

## GOVERNMENT SERVICE

191. Upon the evidence before us, we can entertain no doubt that the vast majority of the products of our universities—and their parents share the feeling—aim at securing some appointment or other in Government service. It is only when they fail to secure Government appointments that they think either of private service or some other profession. Government service has got a great attraction partly because of the social value attached to official positions and mainly because of the security of tenure and the certainty of pension. It is perhaps true that the brainiest and the best of our students are absorbed in or, at any rate, try to secure Government appointments with the result that certain professions such as Law which at one time used to attract some of our best men, are starved of first class talent. In trying to form an accurate idea of the number of men who could be taken into Government service year after year we have tried to obtain information and statistics with regard to all classes of services. Our information with regard to the All-India services is, however, far from complete, and we are unable to say except in regard to some as to how many of them provide employment for the educated young men of these provinces. With regard to the provincial and the subordinate and the ministerial services our information is somewhat more complete.

We have before us an official statement showing the number of gazetted appointments given to new entrants within the last 5 years in the various departments of the Government in the United Provinces. We quote it below :

*Indian Civil Service*

48, including those recruited in England as a result of the London Indian Civil Service examination and those recruited in India by competition as also by nomination

*Indian Police*

20, including those recruited in England and in India.

*Deputy Collectors*

27 including those recruited by competition as well as by nomination

*Munsiffs*

16 in the province of Agra.

15 in the province of Oudh

8 *Deputy Superintendents of Police*

5 *Ecclesiastical Department*

8 *Education Department.*

10 *Finance Department*

14 *Public Health Department*

3 *Public Works Department*

(*Buildings and Roads Branch*)

*Public Works Department (Irrigation Branch)*

4 in the Indian Service of Engineers

8 in the United Provinces Engineering Service

3 in the United Provinces Service of Engineers, Class I  
(Hydro-Electric)

11 in the United Provinces Service of Engineers, Class II  
(Hydro-Electric)

5 *Miscellaneous posts*

8 *Agriculture Department.*

1 *Registration Department*

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214 Total

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192. As regards the provincial, subordinate, and ministerial services, we append to this report a statement showing the number of new recruits during the last five years in these services, for which we are indebted to our Secretary. (See Appendix VI.)

193. Dr R. B. Gupta, M.A., PH.D., of the Bureau of Statistics and Economic Research, United Provinces, has furnished us with a note on the wastage in the staff of the Government departments in the United Provinces. We understand that in 1931 it was decided by Government to institute an enquiry into wastage in all departments. We are told that a questionnaire for the purpose was issued on the 2nd November, 1931, to all heads of Government departments, municipalities, district boards and notified areas in the United Provinces, wastage for

*Wastage  
in services.*

the purpose of this enquiry being defined as a permanent loss in personnel as a result of (a) death, (b) retirement, (c) dismissal and resignation or any other cause. Some departments could not supply any data previous to the year 1921-22 as the records had been weeded out, while the Police Department could supply information pertaining to constables and the lower ranks of officers for the three years 1929-30 to 1931-32 only.

194. As regards the clerical staff, the information supplied was very incomplete. Dr Gupta has informed us that some departments did not supply any information at all while the total number on the rolls of some departments seems to have varied considerably from year to year. He complains—and our experience has not been happier—that the information received from the municipalities, district boards, and notified areas regarding wastage in clerical and other staff is still very incomplete and unsatisfactory. He has, however, furnished us with a summary of wastage rates and we append the two statements furnished by him to our report. (See Appendix VII.)

*Retrenchment and recruitment.*

195. From Dr Gupta's memorandum as also from certain other official documents before us we find that the financial stringency which followed in the wake of the great depression "compelled Government to find ways and means of restricting public expenditure in all directions and that it was suggested that some saving could be effected by regulating the number and strength of institutions for the training of specialised services or vocations according to the demand for their products." We do not think we need labour this point further, as the amount of retrenchment effected by Government in various departments is within the knowledge of the Government, but we may add that we have made enquiries from various departments and we have received information from the following :

*Veterinary Department*—The retrenchment carried out during the last 5 years was—

Gazetted	.	.	..	2
Non-gazetted		..	..	1
Inferior	.		.	2
				<hr/>
		Total	..	5
				<hr/>

Fresh recruitment is made in accordance with requirements and has not been stopped, either wholly or partially in this department. The recruitment made during the last 5 years, i.e. 1930-35 was—

Technical establishment	.		40
Ministerial ditto	.	..	3
			<hr/>
Total	.		43
			<hr/>

as compared with 35 technical and 7 ministerial recruited in the preceding 5 years, i.e. 1st April, 1925 to 31st March, 1930.

The department is not reported to be overworked.

*Industries Department*—The retrenchment carried out during the last 5 years was—

Gazetted	..	..	8
Non-gazetted	.	..	29
Inferior	..	..	14
			<hr/>
Total	.		51
			<hr/>

Fresh recruitment is made in accordance with requirements and has not been stopped, either wholly or partially. The recruitment made during the last 5 years, i.e. 1931-35 was—

Gazetted staff	..	..	5
Non-gazetted	.		32
			<hr/>
Total	..		37
			<hr/>

as compared with 9 gazetted and 123 non-gazetted recruited in the preceding 5 years, i.e., 1925-30

The department is not reported to be overworked.

*Reforms Department*—There are no services and posts under the department.

*Political Department (Wasika Office)*—No retrenchment was carried out during the last 5 years and there has been no recruitment. The Department is not overworked. The office came under the Government only in 1932.

*Agriculture Department*—The retrenchment carried out during the last 5 years was—

Gazetted	.	..	7
Non-gazetted	.	.	37
Inferior	..	.	35
			<hr/>
Total	..		79
			<hr/>



Recruitment has not been wholly stopped, but is restricted to a minimum. The recruitment made during the last 5 years, i.e. 1930-35 was—

Gazetted	..	.	19
Non-gazetted	..	.	99
Total			<hr/> 118

as compared with 13 gazetted and 119 non-gazetted recruited during the preceding 5 years, i.e. 1925-30.

No authoritative conclusion has been arrived at as regards the department being overworked.

*Co-operative Department*—The retrenchment carried out during the last 5 years was—

Gazetted	.	.	1
Non-gazetted			1
Inferior		.	8
Total			<hr/> 10

Recruitment has not been wholly stopped, but is restricted to a minimum. Recruitment made during the last 5 years, i.e. 1930-34 was—

Gazetted	.	2
Non-gazetted	..	23
Total		<hr/> 25

as compared with 8 gazetted and 75 non-gazetted recruited in the preceding 5 years, i.e. 1st April, 1925 to 31st March, 1929.

*Excise Department*—The retrenchment carried out in the last 5 years was—

Gazetted	.	..	.	2
Non-gazetted	..	..	.	7
Inferior	..	..	..	6
Total				<hr/> 15

Recruitment has not been wholly stopped, but is restricted to a minimum. Recruitment made during the last 5 years namely, 1930-35 was—

Gazetted	..	..	..	1
Non-gazetted	..	..	..	24
Inferior	..	..	..	107
Total				<hr/> 132

as compared with gazetted 2, non-gazetted 50, inferior 152, recruited in the preceding 5 years, i.e. 1st April, 1925 to 31st March, 1930. No authoritative conclusion has been arrived at as regards the department being overworked.

*General Administration (Private Secretary to His Excellency's Office)*—No retrenchment was carried out during the last 5 years, though it may be mentioned that reduced scales of pay have been fixed for the new entrants.

*Public Health Engineering Department*—The retrenchment carried out during the last 5 years was—

Gazetted	..	..	..	5
Non-gazetted	..	..	.	26
Inferior	..	..	..	4
Total				35

Recruitment has been partially stopped. The recruitment made during the last 5 years, that is 1930 to 1934 was—

Gazetted	..			1
Non-gazetted	.	.	.	10
Total				11

as compared with 1 gazetted and 32 non-gazetted recruited during the preceding 5 years, i.e. 1925 to 1929. The department is overworked at present.

*Revenue Department*—(a) *Board of Revenue Office*—The retrenchment carried out during the last 5 years was—non-gazetted 2.

(b) *Commissioners' Offices*—The retrenchment carried out during the last 5 years was—

Non-gazetted	..	..	.	16
Inferior	..	..	..	4
Total				20

(c) *Settlement Department*—The retrenchment carried out during the last 5 years was between 2,000 and 3,000 employees.

(d) *Government estates*—The retrenchment carried out during the last 5 years was—

Non-gazetted	..	..	..	18
Inferior	..	..	..	12
Total				30

(e) *District Offices*—Retrenchment carried out within the last 5 years was 111. Government believe that recruitment was normal during the periods 1930 to 1934 and 1925 to 1929.

Recruitment in the Revenue Department has not been stopped, either wholly or partially. Government have not received any information about the offices being overworked.

*Medical Department*—There has been no retrenchment in the personnel of the United Provinces Medical Department within the last 5 years. Recruitment in the Provincial Medical Service was stopped for some time in 1931. A table showing the number of officers recruited during the last 5 years, as compared with the number recruited during the preceding 5 years, is given below :

Year	Number of officers recruited into—	
	P M S	P S M S
1926 to 1930	37	
1931 to 1935	23	76

As no leave reserve is provided for civil surgeons in the province, the Medical Department is overworked. The reduction in the number of Provincial Medical Service officers, recruited during the last 5 years, is due to the fact that the cadre of Provincial Medical Service officers has been reduced by about 15 appointments since 1926. There was no recruitment made in the Provincial Subordinate Medical Service from 1920 to 1930. The recruitment has not been wholly stopped, but has been restricted, causing hardship, and leave has very often to be refused.

*Chemical Examiner's Department*—No retrenchment in the number of employees has been carried out within the last 5 years.

There has been no stoppage of recruitment, in part or whole. The recruitment made during the last 5 years, i.e., 1930 to 1935, was, menials 3, as compared with gazetted 1, non-gazetted 4, and menials 5, recruited during the preceding 5 years, i.e., 1925 to 1930.

The department remained overworked for a number of years till extra staff was sanctioned. It has now one additional permanent Chemical Assistant and three

temporary Chemical Assistants and proposal has now been submitted for sanction to the permanent retention of the three temporary Chemical Assistants.

*Jail Department*—No retrenchment in the number of employees was or could possibly be carried out which is under-staffed.

Recruitment has not been stopped. The recruitments within the last 5 years compare favourably with recruitments during the preceding five years.

The department is badly overworked.

*Finance Department*—(a) *Local Fund Audit Department*—No retrenchment has been carried out during the last 5 years. Recruitment has not been either wholly or partially stopped. Thirteen men were recruited from outside during the past 5 years, i.e. 1930 to 1934, as against 6 in the preceding 5 years, i.e. 1925 to 1929. The department is overworked.

(b) *Inspectorate of Stamps*—No retrenchment has been carried out during the last 5 years. Recruitment has not been stopped. The service consists of two inspectors and a comparison is not necessary. The department is not overworked.

(c) *Inspectorate of Offices*—Retrenchment made during the last 5 years was 3. Recruitment has not been stopped. Eleven men were recruited during the last 5 years, i.e. 1930 to 1934, as against 9 during the preceding 5 years, i.e. 1925 to 1929. The department is overworked.

(d) *United Provinces Subordinate Accounts Service (treasury officers)*—The service was started in 1931 and is being expanded. Recruitment has not been stopped. The department is not overworked.

*Police Department*—The following retrenchments have been effected.

(1) *The number of Police Lines School teachers* has been reduced from 123 to 111, i.e. reduction of 12 posts. Further recruitment has been stopped and vacancies, as they occur, are filled by appointing pensioned sub-inspectors and head constables on small stipends.

(2) *The Mounted Police* has been retrenched to the following extent :

Sub-inspector				1
Head constables	.	..	..	9
Constables	..	..		113
				<hr/>
Total				123
				<hr/>

(3) Thirty posts of *circle inspectors* were previously abolished, but restored from 1st April, 1934

(4) The following posts in the *Government Railway Police* have been abolished :

Inspectors	.	..	.	13
Sergeants		.	.	5
Sub-inspectors	.	..	.	45
Head constables	..	..	..	93
(Against this 51 posts of nalks were created )				
Constables	.	.	..	201
Clerks	.	..	..	10
Muharrirs	.	.	.	16
Total				383

Recruitment to the Force was not stopped at any stage. The figures of recruitment are not available for comparison. Most districts have long waiting lists and there has been an appreciable improvement in the standard of recruits who offer themselves for enlistment.

Officers of almost all ranks in the Police Force are overworked.

*Public Works Department, Buildings and Roads Branch*—The retrenchment carried out during the last 5 years was—

Gazetted	..	23
Non-gazetted	..	204
Inferior	..	39
Total		266

Recruitment has long been wholly stopped, except that recently applications have been invited for certain temporary posts of overseers and clerks. The number recruited during the last 5 years, i.e. 1930 to 1934, was—

Gazetted	..	2
Non-gazetted	.	30
Total		32

as compared with gazetted 10, non-gazetted 84, recruited during the preceding 5 years, i.e. 1925 to 1929. The department is not overworked.

*Public Works Department (Irrigation Branch)*—During the last 5 years, 5 gazetted and 184 permanent non-gazetted posts were abolished or held in abeyance as a measure of retrenchment. Of these, 54 of the non-gazetted posts have been restored.

Recruitment to the Indian Service of Engineers in this branch has been stopped by the Secretary of State since 1931. Recruitment to the United Provinces Engineering Service was held in abeyance during 1932 and 1933.

The recruitment made during the last 5 years, i.e., 1931 to 1935, in the United Provinces Engineering Service was—

Gazetted .. . . .	15
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as compared with 32 recruited during the last preceding 5 years, i.e. 1926 to 1930. In the year 1934 the following gazetted appointments were made :

United Provinces Service of Engineers Class I (Irrigation Hydro-electric Branch)	3
United Provinces Service of Engineers Class II (Irrigation Hydro-electric Branch)	11
Mechanical Engineer, Banbassa	1
Total	15

As regards the subordinate services, there has been little or no variation during the last 10 years in the rate of recruitment.

The increasing activities of the department in connexion with the Hydro-electric Scheme and the Tubewell development programme will necessitate the employment of a large staff both gazetted and non-gazetted. It is estimated that the following staff will be required :

*For Hydro-electric Scheme—*

1 Assistant electrical engineers	..	14
2 Power house superintendents		6
3. Switch-board attendants	.. ..	50
4 Sub-station attendants	.. ..	230
5 Line inspectors	.. .	14
6. Linesmen	.. ..	60
7. Electrical assistants	.. .	2

*For tube-wells—*

1.	Sub-divisional officers	..	..	9
2.	Subordinate Engineering Service and temporary subordinates	..	..	60
3.	Ziladars	..	..	3
4.	Amms	..	.	60
5.	Tube-well operators	..		1,000
6.	Mistries	..	..	100

*Education Department*—Number of employees retrenched during the last five years was 19.

The recruitment made during the last five years, i.e., 1930-31 to 1934-35 was 39, as compared with 45, recruited during the preceding five years, i.e., 1925-26 to 1929-30.

On account of the expansion of compulsory primary education and increase in the number of Anglo-Vernacular institutions, the department is already overworked and due to want of adequate funds, there is no scope for further recruitment.

*Appointment Department*

(1) *Indian Civil Service*—One superior post has been abolished and 7 superior and 2 inferior posts are at present held in abeyance. Apart from these, 3 superior posts have been removed by the Secretary of State from the I. C. S. cadre. In all, therefore, 13 posts have been removed from the cadre, abolished or held in abeyance, but the incumbents of none of these posts have been retrenched ; they have all been absorbed in existing vacancies.

(2) *Indian Police*—Four superior posts have been retrenched during the last 5 years, but 2 have been created instead. Recruitment has not been wholly or partly stopped.

(3) *United Provinces Civil (Executive) Service*—So far 13 posts have been held in abeyance due to reversion from the Settlement Department, and 22 due to the appointment of trained treasury officers, but no officer has been retrenched. Recruitment has not been wholly or partly stopped.

(4) *United Provinces Police Service*—Five posts have been held in abeyance due to restoration of 31 posts of circle inspectors. Five temporary posts have been created instead in connection with the Government Railway Police Re-organization Scheme. The recruitment has not been either wholly or partly stopped.

(5) *United Provinces Civil (Judicial) Service*—There has been no retrenchment or reduction in this service. Recruitment has not been wholly or partly stopped.

(6) *Tahsildars and narb-tahsildars*—There has been no retrenchment or reduction in this service. Recruitment has not been wholly or partly stopped.

*Legislative Department*—There has been no retrenchment carried out in this department within the last 5 years. Recruitment has not been wholly or partly stopped. The recruitment during the last 5 years, i.e., 1930 to 1934, was the same as during the preceding 5 years, viz., one subordinate post was created in 1932 and one in 1928.

This department is not overworked, except sometimes during the Council sessions. With the advent of the new constitution and the enlargement of the Provincial Legislature, re-organization and possibly expansion of the Department will be necessary.

*Civil Secretariat*—Retrenchment carried out within the last 5 years was .

Stenographers	.	..	4	
Clerks	..	.	5	of whom one was converted to a lower post

Inferior	.	..	.	1
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Total	..	10
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Recruitment has not been stopped—the recruitment made during 1930 to 1934, was Superior 22, Subordinate 39 and Stenographers 3, as against 22 Superior, 13 Subordinate and 4 Stenographers recruited during 1925 to 1929. No department is overworked.

*Forest Department*—The retrenchment carried out in this department during the last five years was

<i>Gazetted</i> —Indian Forest Service	..	3 abolished.
		2 held in abeyance.
Provincial Forest Service	..	5 abolished.
		5 held in abeyance.

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15

<i>Non-Gazetted</i>	..	..	4 abolished
			2 held in abeyance.

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6



Recruitment in this department has not been stopped, either wholly or partially, except of Indian Forest Service and Provincial Service Officers. Appointment to the latter service is at present made by promotion. The work of the Utilization division is at present in abeyance. The number of ranges has been reduced by 4.

From 1st April, 1935, the United Provinces Upper Subordinate Forest Service, to be filled by promotion of forest rangers, has been created.

A few posts of forest rangers, deputy rangers, foresters and assistant clerks are kept vacant as a measure of economy.

The recruitment made during the last five years was normal as compared with the recruitment made during the preceding five years.

Government have not received any report as regards the department being overworked.

*Method of  
recruitment*

196. As regards the method of recruitment in the public services we understand from a letter of Mr. P. M. Kharegat, C I E., I.C.S., dated the 26th March, 1935, that :

“Deputy collectors and deputy superintendents of police are recruited by means of competitive examinations which are conducted by the Public Service Commission on behalf of this Government. The number of candidates recruited annually for the past 5 years is, in the case of deputy collectors, 6, 6, 2, 3 and 3 and in the case of deputy superintendents of police 2, 1, 1, 2 and none. Munsifs are recruited by the High and Chief Courts through an informal competitive examination . . . . Three or four excise inspectors are also being recruited by means of a competitive examination this year, but appointments by nomination will also be made. The last examination for excise inspectors was held in 1931 when 10 men were selected; several of them have not yet received appointments. Recruitment to posts in the Secretariat is also effected by means of a competitive examination. From 1929 to 1932 the numbers recruited annually have been (i) superior service 10, 6, 6, and 16, (ii) subordinate service 15, 6, 6 and 22, (iii) stenographers service 5, 1, nil, nil. No examinations have been held since, except one held recently for the stenographers service, when 3 men were selected. It may be mentioned that “recruitment” here does not mean immediate appointment. Selected candidates are placed in a list and appointed as vacancies occur. Recruitment to no posts other than those mentioned above is at present effected by means of a competitive examination.”

We presume, therefore, that excepting in those departments which have been mentioned above, in the

other departments of Government, recruitment is made by various authorities by direct nomination or appointment.

197. The department of public health have submitted to us some elaborate statements. We understand that the gazetted staff beginning with the Director of Public Health and coming down to school health officers and reserve officers consist of some 80 officers; and the non-gazetted staff including municipal medical officers of health of 3rd class municipalities, school health officers, medical officers in charge of travelling dispensaries and reserve officers consist of 93 officers. There is a section of Public Health staff which is paid by local bodies and we gather that—

*Public Health.*

“(1) The number of chief sanitary inspectors employed in municipalities is 16, (2) the number of sanitary inspectors employed in municipalities is 148, (3) the number of sanitary inspectors employed in 30 districts where the district health service is in force is 125, (4) the number of assistant superintendents of vaccination is 49, and (5) the number of vaccinators is 955. Expenditure on (1), (2), (4) and (5) is met by local bodies from their own funds. Expenditure on (3) is met by district boards in 9 out of the 30 districts. In one district, it is met directly from provincial revenues and in the remaining 20 districts Government give the boards a grant for the purpose because they are unable to meet this from their own funds.”

Retrenchment carried out within the last 5 years was —

Assistant Director of Public Health, abolished	1
Assistant Director of Public Health, held in abeyance	1
Assistant Medical Officers of Health, subordinate service, grade I	8
Medical Officers of travelling dispensaries, subordinate service, grade II	16
Clerk	1
Total	27

Recruitment has not stopped. The recruitment made within the last 10 years was —

	<i>During 5 years ending July 1930</i>	<i>During 5 years ending July 1935</i>
1. United Provinces Public Health Service	40	12
2. United Provinces Subordinate Public Health Service	41	19
3. Ministerial	64	31
4. Technical (Analytical and Laboratory Assistant, etc.)	12	7
Total	157	69

The department is reported to be overworked.

It is thus apparent that the Public Health Department is a large employer. We are not, however, sure that in the matter of employing officers the municipalities and the local boards have done all that they could, consistently even with their limited resources.

*Adequacy  
of staff*

198. We very much wish it were possible for us to say whether the various departments of Government are adequately staffed. We have looked into the report of the Re-organization of the Judicial staff of the year 1908 and also the report of the Pike Committee appointed to inquire into clerical establishments. Any expression of opinion on the strength of the staff, pre-supposes an intimate knowledge of the duties and needs of those departments, which we confess we do not possess ; but we venture to think that the situation has very much changed during the last 25 years and probably a fresh departmental inquiry may be useful so as to determine the sufficiency of the numerical strength of each department. Without intending to cast any reflection upon any department we are bound to say that we have heard general complaints in various quarters of delay in the work of certain departments and particularly those concerned with the administration of justice. For instance, the provincial judiciary is very much overworked and understaffed and there is a feeling growing among the litigant public, who pay for justice, that the enormous delays, which take place in the disposal of cases on the civil side, should be avoided by the employment of more judicial officers and subordinate staff or by an amendment of the procedure aiming at expedition.

*Posts and  
Telegraphs*

199. A department of the Government of India which is a very large employer is the Department of Posts and Telegraphs which is, however, maintained by and responsible to the Central Government. We are very much indebted to Mr. G. V. Bewoor, C.I.E., I.C.S., Director General of Posts and Telegraphs, who has furnished us with a copy of the Annual Report of the Indian Posts and Telegraphs Department for the year 1933-34, and written to us an explanatory letter. From this report we find

(a) that among the Engineering supervisors, General and Telephones and Electrical supervisors, maintained by the department, there are 32 men in the United Provinces Circle out of whom 10 are Hindus, 3 Mohammadans, and 19 Domiciled

Europeans and Anglo-Indians, the number of new recruits appointed during 1933 being one ;

(b) that among the telegraphists and telegraph masters in the United Provinces, there are 353 out of whom 1 is European, 107 Hindus, 20 Mohammadans, 221 Domiciled Europeans and Anglo-Indians, 3 Indian Christians and one of other community, no new recruitment being made during the year 1933 ;

(c) that in the clerical staff in the Upper Division and higher grades, there are 3,237 men employed in the United Provinces of whom 2,452 are Hindus, 734 Mohammadans, 24 Domiciled Europeans and Anglo-Indians, 5 Sikhs, 21 Indian Christians and 1 belonging to other community, no new recruitment being made during the year 1933 ;

(d) that among the Clerical staff in the Lower Division in the United Provinces, there are 213 men out of whom 135 are Hindus, 69 Mohammadans, 4 Domiciled Europeans and Anglo-Indians and 5 Sikhs, the total number of new recruits appointed during the year 1933 being 58 out of whom 39 were Hindus, 16 Mohammadans, 1 Domiciled European and Anglo-Indian and 2 Indian Christians ;

(e) that among the Line staff in the United Provinces, there are altogether 401 men, of whom 278 are Hindus, 121 Mohammadans, 1 Sikh and 1 Indian Christian, the total number of new recruits appointed during 1933 being 21 out of whom 9 are Hindus, 11 Mohammadans and 1 Indian Christian ;

(f) that among the postmen, mail-guards, departmental branch postmasters, overseers, overseer postmen, head, sorting and reader postmen, there are 4,358 men out of whom there are 3,463 Hindus and 895 Mohammadans, there being no recruitment made during the year 1933 ;

(g) that among the other non-clerical, non-gazetted, superior staff, there are 184 men in the United Provinces, out of whom 111 are Hindus, 44 Mohammadans, 10 Domiciled Europeans and Anglo-Indians, 3 Sikhs and 16 Indian Christians, the total number of new recruits appointed during 1933 was 15 out of whom 7 were Hindus, 2 Mohammadans and 6 Domiciled Europeans and Anglo-Indians ,

(h) that among the inferior staff, there are 3,710 men in the United Provinces, out of whom 3,068 are Hindus, 629 Mohammadans, 2 Sikhs, 1 Indian Christian and 10 of other communities. The total number of new recruits appointed during the year 1933 was 25 of whom 15 were Hindus, and 10 Mohammadans.

200 Mr. Bewoor writes to us that the recruitment figures are abnormally low because the Government has been carrying out retrenchment on an extensive scale, partly as a measure of economy and partly on account of the large fall in traffic, postal as well as telegraph. The retrenchment began in June, 1933, and Government granted special retrenchment concessions to the staff which was compulsorily retrenched. The total number of men retrenched during the period ending 31st March, 1934, in the United Provinces Circle was as follows :

Gazetted officers posts	5
Non-gazetted superior posts, such as telegraphists, postmasters, inspectors, clerks, overseers and postmen	1,186
Non-gazetted inferior staff such as mail peons, messengers, runners etc	487

Leaving aside those who cannot be fairly described to belong to the educated classes, it is clear that the retrenchment, as pointed out by Mr. Bewoor himself, has been on an extensive scale and many men who should have been earning their livelihood have been thrown out of employment. We are, however, glad to note from Mr. Bewoor's letter that so far as the Posts and Telegraphs Department is concerned this retrenchment campaign has ended on the 31st March, 1935. Mr. Bewoor tells us.

"With the slight recovery in trade, signs of which are visible, our traffic is showing some improvement and we hope that occasions for retrenchment will not occur and that we shall be in a position to make normal recruitment in future."

We need scarcely say that we associate ourselves with that hope.

*Public  
Service  
Commission*

201. We have also received from the Public Service Commission, Delhi, comparative statements of selection to various services in India by competitive examination or by nomination of candidates from the United Provinces and other provinces. These are very interesting and we append them to our report as appendix VIII.

We regret, however, that it has not been possible for us to secure such detailed statement with regard to other departments such as Railways, maintained in these provinces by the Central Government. We have reviewed the position of young men in the services in these provinces to the extent to which it was possible for us to get any reliable information. There are, however, certain questions of policy which seem to us to arise in connection with the services and we shall address ourselves to them now.

202. It must be distinctly realized by Indian society itself that though it is a very laudable ambition for our young men to enter the public services, yet no Government, foreign or national, can afford to absorb the total output of our universities and schools in its services. Unfortunately, however, as we have indicated more than once in this report, it is an ambition which is common to most of our young men and which is shared by their parents. What is, however, of greater importance is that the association in public mind of university degrees with Government service tends to produce some undesirable effects on the whole system of education. We think that so long as the majority of our young men will continue to look upon university degrees as mere passports to Government service or to certain professions, there cannot be much chance for the development of true cultural life. We, therefore, think that whatever justification there may have been at one time for the Government insisting upon candidates for public service possessing university degrees, the time has come for a revision of that policy now. We think that in regard to certain services it may be necessary for candidates to receive university education, but we do not think that for certain others such a condition is at all necessary. We understand that on the executive side it is not necessary that a person sitting at the competitive examination should possess a university degree. Our attention has been drawn to rules 5 and 10 of the Rules regulating appointment to and the condition of service of the Executive Branch of the United Provinces Civil Service and we find that under these rules a candidate for direct appointment need only have passed the Intermediate Examination held by the Board of High School and Intermediate Education, United Provinces, or an examination recognized by the Governor in Council as equivalent thereto for this purpose. In actual

fact, we understand that the vast majority of men who sit for the competitive examination are graduates of various universities.

203. In regard to other appointments, we think that Government must prescribe their own standards and recruit new men either by competition or by selection according to the needs of each department. The number of higher appointments recruited by the results of competitive examinations or by selection cannot affect more than a small fraction of the total number of men who pass out of the universities every year, but if Government lay down that for the vast majority of subordinate or inferior appointments it is not necessary for candidates to possess university degrees, and all that is necessary, is that they must satisfy certain standards of intellectual, educational and physical fitness prescribed by the Government in that behalf, it may induce many parents to revise their views as to the desirability of sending their boys to universities.

204. In the same rules to which we have referred above, we find that it is provided that no person shall be appointed to the service under the provisions of rule 5(1) unless he has attained the age of 20 years and has not attained the age of 23 years on the 1st day of January in the year in which the examination is held : provided that a candidate may not attend the examination more than twice. Further, that no person may be appointed to the service, under the provisions of rule 5(11) (that is to say by nomination), unless he has attained the age of 22 years and, subject to the provisions of rule 20, has not attained the age of 25 years at the time of his selection. These rules apply to the United Provinces Civil Service, Executive Branch. We would, however, suggest in regard to subordinate services, which attract by far the largest number of our young men, that the age-limit at which appointments are to be made, should be reduced. Reduction in the age-limit would, in the case of many young men who are not likely to profit by university education, induce them to qualify for the possession of that standard, which may be prescribed by the Government for admission into the subordinate branches of the services, and thus prevent much wastage in the universities.

205. We are strongly of the opinion that the rules regarding the age of retirement should also be rigorously

enforced and that, in the larger interest of the country, and in view of the necessity of giving a fair chance to young men, no extension should be granted to any public servant after he has completed the 55th year of his age.

206. Another cause of unemployment in the case of our young men is that men, who retire upon the completion of their service, seek employment in local bodies such as municipalities and district boards and Court of Wards, etc. We are strongly of the opinion that such men should not be employed as against those who are young and qualified to enter Government service. A man who has retired on pension has, at least, something to fall back upon, whereas a young man who has qualified himself for Government service and does not get employment and ultimately becomes unemployable, is a dead loss to his family and society and becomes embittered and discontented. While we are on the question of service, we would like to draw attention to the fact that our local bodies employ a large number of men in all grades of service. What exactly is the number of men employed by the municipal and district boards, we are not able to say as the information supplied by them is wholly inadequate and incomplete, but we have heard many complaints that in the employment of men by the local bodies regard is not always had to efficiency and that nowhere more than in the services of municipal and district boards does canvassing succeed so effectively. The employment of unqualified and undeserving men means the unemployment of qualified and deserving men and is a real source of grave discontent and dissatisfaction.

207. Our conclusions are as follows :

(1) There are certain departments which are admittedly overworked and there are certain others such as the United Provinces Service of Engineers class II, Irrigation Hydro-electric Branch, which are waiting for development.

(2) There are other departments such as Medical, Local Fund Audit, Inspectorate of Offices, Police, and Public Health, which are said to be overworked and there are certain other departments, like Medical, in which recruitment though not wholly stopped has been restricted. Apart from the fact that such restriction has caused unemployment, it has also affected, in our opinion, the efficiency of these departments.



(3) A considerable amount of unemployment must be attributed to the retrenchment of about 2,000 to 3,000 employees in the Settlement Department.

(4) We believe that the United Provinces Civil Judicial Service is particularly overworked and in the interest of efficiency and to avoid delays in disposing of judicial work, we think the strength of the cadre of the judicial service and the staffs of civil courts should be increased.

(5) It is impossible for us to make any definite recommendations as to the restoration of posts in certain departments or the number of new posts to be added as this is a matter for separate departmental inquiries, but we recommend—

(a) that Government should take in hand, either directly or through small departmental committees, the question of restoration of posts which have been retrenched, or the addition of such posts as may be necessary having regard to the nature of work in each department and the arrears that there may be in it. Probably such restoration could not take place having regard to the financial stringency all at once; but we recommend that there must be a graduated scheme of restoration and plans for such development should be prepared by the departments concerned.

(b) We are strongly of the opinion that, except in regard to those appointments for which University education is necessary or useful, Government must prescribe their own standards for subordinate services, and recruit new men either through competitive examination or by selection according to the needs of each department.

(c) In regard to the subordinate service which attract by far the largest number of our young men, the age-limit for entrance should be reduced. In our opinion this will prevent a great deal of wastage at the universities, by enabling young men after the completion of their secondary school education to enter life without the necessity of possessing university degrees.

(d) We think that the Public Service Commission which has been recommended under

the new constitution for the provinces should be created at an early date, and that in future the conduct of competitive examinations and generally the recruitment of candidates for such appointments should be placed in the hands of the Public Service Commission.

(e) We are strongly of the opinion that there must be a local self-government service created, and appointments, which are at the present moment made by municipal and district boards and in regard to which it is notorious that there is very unhealthy canvassing, should in future be filled up out of a waiting list of candidates maintained by the Ministry of Local Self-Government. When a board, municipal or district, desires to fill up a certain appointment, it must apply to the Ministry concerned and the Ministry concerned may, in the case of each appointment, suggest three names out of which the board may select any. Rules and regulations with regard to such service, their emoluments, security of tenure, promotions, etc. should be framed, and in the event of dismissal, a member of such service should have a right of appeal to the Ministry of Self-Government or to the Public Service Commission.

(f) The rules regarding the age of retirement should be rigorously enforced and, with a view to give a fair chance to young men, no extension should be granted to any public servant after he has completed the 55th year of his age.

(g) Men who have retired from Government service should not in our opinion, be employed by local bodies, if and when young men possessing the necessary qualifications are available for such appointments.



## PART II

### CHAPTER V

#### AGRICULTURE

##### *A—Agricultural institutes and their products.*

208. We propose now to deal with the products of the agricultural colleges and schools in these provinces. We have recorded a considerable mass of official and non-official evidence, on the question of agricultural education, and the prospects of agriculture, in general, as an occupation. There are, however, a few preliminary facts with regard to the agricultural colleges and schools, which we would like to set forth at the start.

209. There is an Agricultural College at Cawnpore which has been affiliated to the Agra University since 1931. Before it came under the jurisdiction of the University, it was absolutely independent of University control and was maintained by the Government as a separate institution. The length of the course of study in the College is 4 years, and the total number of students in all the four classes is 153. The qualification for admission into the College is the possession of the School Leaving or Matriculation certificate. Generally, the students who join the College are between 18 and 22 years of age. The first two years are devoted to the Intermediate Science in Agriculture the course for which is laid down by the Intermediate Board. This deals with the theory and practice of scientific agriculture and the basic sciences. During the next two years they continue the practical subjects, farm-management, Animal Husbandry, Rural Economics, Dairying, Fruit and Vegetable growing, Agronomy as well as the sciences, Agricultural Chemistry, Agricultural Botany, Entomology, Veterinary Hygiene, etc.

210. Mr. T. R. Low, Principal of the Agricultural College, from whose evidence we have taken the facts stated above, has stated that he is required to circularize all these students every year and ask them how they are employed. His statement is, that "out of 97, 9 have returned themselves back into farming, 5 are in Government service, 15 are employed elsewhere either as

*Mr. T. R.  
Low*

Managers or in some other capacity, 15 returned themselves as definitely unemployed and 51 have not replied." He thought that many of those 51, who had not replied had got jobs, because if they had not got jobs, they would have replied in the hope of getting something. In his opinion, if there was expansion of the Agriculture Department 30 young men could be taken in yearly. Every year the College takes about 60 boys and about 35 boys pass out. He then said, "four or five out of 35 succeed in getting jobs in the Government Department and the rest have got to shift for themselves or find some job elsewhere." If it is correct that only 4 or 5 out of the successful 35 succeed in getting jobs in Government Departments and the rest have got to shift for themselves, then we are inclined to think that the position is far from satisfactory.

We were also anxious to enquire as to whether there was any demand for the services of the agricultural graduates from the zamindars in these provinces. Mr. Low's answer was "occasionally." He added:

"Since I have been Principal (i.e. since May, 1934), I think I have had two such, one from outside, a native state, and one from the United Provinces."

The salaries offered are between Rs.40 to Rs.50 per mensem, though in one case the person employed was offered a share in the profit.

*Mr. C  
Maya  
Das*

211. On the other hand, the evidence of Mr. C. Maya Das, who was for 11 years Principal of the Agricultural College, gave us a brighter picture of the position of the products of the Agricultural College. According to him, the supply of agriculture graduates, who are prepared to work hard on small salaries and to establish their worth by dint of really good work as managers of farms, is not equal to the demand. The best of these men are already employed and the stragglers, who lack initiative, are available but are not in demand. In his oral evidence Mr. Maya Das was much more specific. We shall reproduce a few questions that were put to him and his answers.

Q.—After they have taken their degrees in Agriculture, what do they do?

A.—Most of them have a market value. They get jobs in Government service as Assistant Field-men and Inspectors.

Q.—Is a certain percentage of these men who take their degrees required by landlords in these provinces?

A.—There is a definite demand.

Q.—You mean to say that some of the big taluqdars and zamindars do require their services?

A.—Yes.

Q.—Are they paid well?

A.—Fairly well.

Q.—Could we have any information as to how many zamindars including taluqdars had got graduates from the Agricultural College in their estates?

A.—Yes. I dare say if you institute an enquiry through the Agricultural College, they have a record of a certain number, who have given them particulars.

Accordingly, when we went to Cawnpore, we examined Mr. Low, from whose evidence we have already quoted, and also Mr. Allan. We cannot, however, assume as Mr. Low has done that the 51 men who had not replied to his enquiries must necessarily have got jobs, all that we can gather from his evidence is that out of 97 there are only 29 who have got jobs, which to our mind, does not disclose a satisfactory state of things. On the question of the demand of the services of these men on the part of taluqdars and zamindars, we were anxious to have some direct evidence from the Zamindars' Association and also the British Indian Association. We should have been glad if we could have been assured by these representative bodies that the zamindars and taluqdars were availing themselves of the services of men trained in agricultural colleges, but we regret to say that neither of these two Associations favoured us with any evidence.

212. Mr Mohiuddin Ahmad, Deputy Director of Agriculture, United Provinces, has referred to the difficulties which have been felt by boys trained in agricultural schools in getting employment, and pointed out that :

*Mr  
Mohiuddin  
Ahmad.*

“ In the case of men who have received education in Agriculture or Horticulture in England, some difficulty arises as they expect to be paid at the rate of Rs 300 to Rs 400 a month. In his opinion, boys trained in the Bulandshahr School are quite efficient in running farms and they can work with landlords and cultivators, but the difficulty is that people are not willing to give them as much as they require for living comfortably and most of the zamindars and landlords are in the habit of engaging only very cheap men for about Rs 10 or Rs 12 who rob them by hundreds, but they would not pay Rs 30 to a trained man.”

He thought that it would be easy to get men trained in agriculture and horticulture at Rs.30 a month. He, however, appreciated the importance of putting these men on farms as apprentices, to make them more efficient.

*Khan  
Bahadur  
Muham-  
mad  
Abdul  
Qayum.*

213. Khan Bahadur Muhammad Abdul Qayum, another Deputy Director of Agriculture, whom we examined stated to us that:

“Up to 1929 and 1930 practically everybody, who received education in agricultural schools was getting jobs in Government service, but since then recruitment had been practically stopped. They were still hoping that they might get some jobs. They do not, according to him, generally go back to their land for two reasons, namely (1) that in Government service they get ready money and (2) that in many cases their parents do not want to give them money to carry on their work, because they think that they have read some books in the school or college, and they might lose that money.”

Though in the earlier part of his statement, he had stated that, in the majority of cases, the boys, trained in agricultural schools, were doing their own farming in many districts.

*Mr R G  
Allan*

214. Mr. R. G. Allan, M.A., I.A.S., the Director of Agriculture, United Provinces, stated that there were two agricultural schools one at Bulandshahr and the other at Gorakhpur and that they had been doing good work :

“A great number of boys trained at these schools,” so said Mr Allan, “appear to be getting jobs as managers of other peoples’ land and things of that kind. It is only recently that there has been a sort of flow of applications.”

He told us that, for the last three years, a certain number of men trained in these schools, had been taken in as Managers or Superintendents of Farms. He was then definitely asked the following question with regard to the men, who are trained at the Agricultural College :

*Q.*—Is there a similar demand for the men you train here in the Agricultural College ? They are, no doubt, of much better quality ?

*A.*—The average landowner does not see his way to pay more than Rs.40 to Rs.50 and these fellows do not care to take that.

Having regard to the general dearth of employment in these provinces, we should have thought that most of these graduates of the agricultural colleges would be prepared to accept jobs on Rs.40 to Rs.50. But if as Mr. Allan says, they do not care to take such jobs,

then we certainly think that these men have not shown a proper appreciation of the situation. The real thing seems to us to be, as pointed out by Mr. Allan himself :

“ That the average landlord usually wants a man who is able to run an estate, to run it in the sense of looking after labour operations and so forth and the trouble with the ordinary boy coming from a school or college is that he has not got that real insight into the tricks of the trade, or the tricks of the labourer and all these various things and he sometimes fails to satisfy his master on that account ”

215. It seems to us that, as in many other walks of life, so also in this, it would be too much to expect that fresh and raw graduates from colleges could possess that practical knowledge which comes only from experience and the handling of men. The real value of such graduates lies, not in the ready possession of such practical knowledge and experience, but in their general capacity to acquire knowledge, if suitable opportunities are given to them, and their broader outlook and certainly better moral equipment than those possessed by the ordinary type of manager or superintendent employed at present. At the same time, we do not lose sight of the fact that so far as agricultural colleges are concerned the Universities having taken responsibility for them cannot afford to concentrate only on theoretical knowledge, and ignore the practical side altogether.

216. Mr. Low, the Principal of the Agricultural College in the course of his evidence admitted before us that the boys of his college found it very difficult to get any jobs and appreciated the need for giving these boys some practical training. He said that there were enough Government farms and two or three boys could be put on each of these farms. We do not think that it is impracticable or impossible to combine a certain amount of practical training with theoretical studies in agricultural colleges. We recommend, therefore, that the Universities giving education in agriculture should arrange for the practical training of agricultural students on farms. They will have to approach the Government or enlightened zamindars for such facilities being given to these students for certain periods during the year. We are advised that there is considerable room for improvement in respect of Government farms, and that very effort should be made to run those farms on commercial lines with cost accounting, so that public may be convinced

*Mr. Low.*



of their utility and students, who receive their training on such farms, may go out with ideas as to the commercial prospects of farming as a career.

217. It is interesting to note that according to Mr. Low's evidence a majority of the students who join the agricultural college are the sons of small zamindars, about 10 per cent. roughly speaking are the sons of the bigger zamindars and about 10 per cent. are the sons of professional men in business who have money and wish to send their boys to the Agricultural College and set them up afterwards. On the question as to whether a fair number of these men go back to land and adopt agriculture as an occupation, we would refer to the evidence of Mr. Allan, who states .

“That once a boy has gone up to the degree standard and has lived in Lucknow, Allahabad, or Agra for five or six years, the tendency to go back to the village and away from the cinemas and other amenities is very much reduced. He does not go back very wholeheartedly into the country life on a very large scale”

218. At this stage, we may draw pointed attention to the complaint made before us by Mr. Allan “that the policy of the Department to absorb men with an agricultural training has been, as a result of the lack of expansion, severely curtailed.” This is a complaint which has been endorsed by one or two other officers of the Department who have appeared before us.

*Agricultural  
Institute,  
Naini.*

219. We would now draw attention to the evidence that we had before us relating to the position of young men trained at the Agricultural Institute, Naini. One of our colleagues, Dr. Sam Higginbottom, M A , D. PHIL., is the Principal of this Institution. The Agricultural Institute, Naini, is an integral part of the Allahabad Christian College and was founded in 1910 in the belief that the improvement of Indian agriculture is fundamental to all material and spiritual progress. It is claimed that, in particular, this Institute has emphasized the training of scientific agriculturists rather than agricultural scientists. It has striven to prepare its students to take their places as farmers, on their own land or for others, and as teachers, either in schools or in the agricultural services. Many, it is said, have succeeded in such work. Students have come to this institution from all over India—from Kashmir to Assam, and even from Persia, Mesopotamia and the Fiji Islands. A number of students have come from the Indian States

and others from several missions. This Institute teaches a course which was adopted by the Board of High School and Intermediate Education, United Provinces, and in January, 1925, approved by the Minister for Education. The Board has granted recognition to the Allahabad Agricultural Institute. The University of Allahabad has instituted a course in Agriculture and admitted the first students to it in July, 1932.

220. We may add that some of us paid a visit to this Institute and saw the working of it in its different branches. The Institute is now, so far as the University course is concerned, an integral part of the Allahabad University, though in certain respects it is independent.

"In the 22 years since the Institute has been going," so writes to us our colleague, Dr. Higginbottom, "We have trained men who are now occupying important positions in various agricultural and rural enterprises. Many are working in Government service in the various departments of agriculture, in the Government Cattle Breeding farms and in the large Military Dairies, several are working in co-operative dairies. We have trained a great many men for the various Native States who are working in connexion with agricultural developments in these states. Among the apprentices trained to use farm machinery, many are now at work where big tractors are in use and large areas under cultivation. One of our old boys is now developing a 10,000 acre farm for the Maharaja of Orchha. What is most encouraging of all is the very large percentage of our old boys who have taken up farming for themselves and dairying."

*Dr Higginbottom.*

A number of these are succeeding. "There is," says Dr. Higginbottom, "comparatively little unemployment among the men we have turned out."

We have before us a complete list from the register of former students of this Institute from 1912 to 1933. We have carefully gone through this register and on its basis we are prepared to endorse the claim put forward by our colleague.

221. We have no definite evidence with regard to the Agricultural School at Bulandshahr. But the Principal of the Agricultural School at Gorakhpur submitted to us a statement, in the course of which he points out that 74 per cent. of the successful students of his school are in Government service and a similar percentage of students have opened their own farms on improved methods, 46.3 per cent. are in private service, and the remaining

*Agricultural School, Gorakhpur*

38·9 per cent. are obliged to work on their small holdings owing to hard competition in service and are anxiously waiting for a chance.

*Institute  
of Agr-  
cultural  
Research,  
Benares*

222. We may here point out that the Benares Hindu University has an Institute of Agricultural Research, devoted, in particular, to Plant Physiology and Instruction and Research, dating back to the year 1920. The Advisory Board of the Imperial Council of Agricultural Research, while recommending the scheme adopted by the Benares Hindu University authorities to its Governing Body, endorsed the following recommendation of its Committee :

“The Committee recognizes the great necessity of having an institution where fundamental experiments in the physiology of crop plants be carried out, and the excellent work on the physiology of metabolism done by the Physiology Department of the Benares Hindu University”

From the handbook of the Institute of Agricultural Research at Benares we gather that the total number of students on the roll was as follows:

*Total number of students on the roll*

		1932-33	1933-34
D Sc (Agri Bot)	..	2	5
M Sc (Agri Bot)—	..		
Previous	.	8	9
Final ..	.	9	6
M Sc (Bot)—			
Previous	.	3	4
Final ..	..	6	3
B Sc —			
III year	..	22	25
IV year	..	24	20
Total	..	74	72

*Students by province*

Provinces		1932-33	1933-34
United Provinces	..	20	24
Madras	..	12	14
Punjab	..	5	3
Bengal	..	8	7
Bihar and Orissa	..	8	3
C I and C P	..	6	7
Bombay	..	10	10
Indian States	..	5	4
Total	..	74	72

*Colleges and Universities represented by students for M.Sc.  
Agricultural Botany*

1931-32	From Universities	3
	From Agricultural Colleges	6
1932-33	From Universities	8
	From Agricultural Colleges	8
1933-34	From Universities	11
	From Agricultural Colleges	4

It will be noticed from the figures noted above that out of the total of 74 students in 1932-33 only 20 belonged to the United Provinces and that out of the total of 72 who were there in 1933-34, 24 belonged to these provinces

223. We had also before us a memorandum furnished to us by Dr. B. N. Singh, D. Sc., Kapurthala Professor of Plant Physiology and Agricultural Botany, who has made some interesting suggestions as to the possible avenues for employment of graduates trained in agricultural colleges and schools. We desire, however, to point out that the training which the Institute in question gives, is for post-graduate degree in Agricultural Botany, comprising plant physiology, plant breeding, farm crops and plant pathology. Agricultural graduates who have had an all-round grounding in the various agricultural subjects are eligible for admission to this course, which includes original research in agricultural plant physiology. Dr. Singh expressed the opinion that the products of this Institute had the prospect of being employed as physiologists, breeders, horticulturists, economic botanists, farm managers, research workers in Government agricultural departments, or the state (meaning Indian States) agricultural departments, agricultural organizers of their own land or that of others, professors and teachers in agricultural colleges and schools, and as public agricultural advisers. The doctorate degree, for which the Institute trains students, makes one eligible for Imperial Service posts in a University or Agricultural Department. We were, however, anxious to have some definite information as to how these men have, in point of fact, been employed after finishing their courses at the Institute. Dr. Singh simply stated that "they are generally being absorbed in the agricultural institutions as teachers and as economic botanists or plant physiologists or research assistants, or as farm managers and farm superintendents, and some of them have already taken to private

Dr. B. N.  
Singh.

enterprise." He realized that the zamindar class could not engage expensive men of this calibre. The evidence on this subject is to our mind very vague and indefinite and we are not in a position to say whether in point of fact these men have been more successful than others in securing employment. From the very nature of things, it seems to us, that the scope for employment of men of this type, whose importance or utility to the development of agriculture we cannot and should not be understood to deny, must be limited for some time to come until our agriculture generally is reorganized on scientific lines.

224 We think that, except on certain general points, the evidence, with regard to the employment of students who are trained in the agricultural colleges or schools maintained by Government in these provinces, has not been, as definite or specific as it might have been; and indeed we find it difficult to reconcile the evidence of the various witnesses on some important points. We desire particularly to draw attention to the very conflicting evidence that we had on the question as to whether men trained in these colleges and schools go back to their own lands and adopt farming as their profession. We have considerable doubt as to whether it is correct to say that a good many of these men have gone back to land as practical farmers, or have succeeded in finding suitable employment under zamindars or landlords. This may be due partly to the general feeling against men who have received training in schools and colleges, that their knowledge is of a theoretical character, and partly it may be due to lack of enterprise on the part of the young men or their parents, and partly it may be due, as Mr. Allan has pointed out, to the fact that boys who have lived in big towns find it difficult afterwards to readjust themselves to rural conditions. If we had to express any opinion on the question as to whether the agricultural college men have done better in life than men who have been trained in the schools at Gorakhpur and Bulandshahr, we would find ourselves compelled, upon the evidence before us, to come to the conclusion that they have not done so. Indeed, men who have received education at the schools seem to us to have done better than those who have received education at the agricultural college. We should be most unwilling to institute comparisons between one college and another college. But the evidence before us leaves us no option but to come to the

conclusion that the men who have received education at the Agricultural Institute, Naini, have generally been more successful in settling down in life in the country.

225. Our conclusions and recommendations are as follows .

(1) There is appreciable unemployment among the students who have received training at the Agricultural College, Cawnpore, and we are not satisfied that such men have been taken in large numbers by big zamindars in these provinces.

(2) There is justification for the complaint that the education which is given to the students of the Agricultural College and also at the agricultural schools is more theoretical than practical. We, therefore, think that steps should be taken to provide for some practical training to students receiving education in agricultural institutes and that, where it is possible, they should be attached, for a certain period of time, to Government farms or to other farms or zamindaris, to enable them to acquire some practical knowledge of the working of agricultural operations and the institution of zamindari. At the end of the practical training such students should receive a certificate of their fitness as practical farmers from some competent authority which may be prescribed by the Ministry of Agriculture.

(3) It is desirable that graduates and the diploma holders of the Government colleges and schools should be encouraged to follow scientific farming within the provinces as a means of earning their living and recruitment for Government service in the department should be made from among those graduates and diploma holders who have done practical farming for a certain number of years. In the case of such men the rules relating to age for recruitment should be amended accordingly. Further it is necessary to strengthen the Government Agricultural Department by the addition on its staff of scientifically trained farmers with practical experience.

*B.—Agriculture as a profession*

226. Considering that these provinces are essentially agricultural in their composition, we are not surprised that a very large number of witnesses have laid so much stress on the development of agriculture. Mr. R. G. Allan, Director of Agriculture has, however, said that he does not consider "that any policy of 'back to the land' of those who have secured advanced general education and who are from the cities has the least prospect of general success. The drift of young agriculturists from rural areas into cities is in my opinion the outcome of many factors, but among them two, namely (1) a too great pressure on the family cultivable land and (2) an absence of sufficient capital to develop such land as could be made thereby to provide a sufficient income, are certainly in evidence in tending to direct the attention to service of some kind—Government preferred—and to the cities as being the most likely places to get it."

227. To a certain extent this drift of the rural population into urban areas is by no means peculiar to these provinces. It is a feature of economic life to be found in other countries also. Unfortunately here the position is accentuated by the undeveloped conditions of village life, the absence in many large areas of proper means of communication and transport, sanitation and medical relief, and the existence of large joint families with the consequent pressure on cultivable land.

228. It seems to us that the appalling extent of illiteracy among the agricultural population, their ignorance of modern methods of agriculture—though we are aware that it is believed by many that the Indian agriculturist has an instinctive knowledge of agriculture—are to a very large extent responsible for the backwardness of agriculture. Apart from these causes, we think that not a little of the present position may be attributed to the personal laws of the agriculturists, particularly those which relate to inheritance and succession. In our opinion, the position has been well summed up by Sir M. Visvesvaraya who says that "the outstanding defects of rural life are the excessive pressure of the population on land, small size holdings and their progressive fragmentation, the primitive methods of cultivation followed, the ways of farm manure, irregular hours of labour, insufficient and uneconomic utilization of women's services, the lack of finance for farm work, the old fashioned character of the subsidiary occupations pursued, the crushing indebtedness of the ryot, short employment, universal illiteracy and phenomenal poverty."

229. It is obviously out of the question that we can deal in this report with agriculture in all its aspects. Our attention has, however, been drawn, as we have pointed out above, by a number of witnesses to (1) the necessity of colonization schemes and (2) the development of subsidiary industries connected with agriculture, and we shall deal with these two particular matters in detail in the succeeding paragraphs.

230. As regards colonization, we gather from a memorandum of Mr. D. L. Drake-Brockman, Senior Member, Board of Revenue, that .

*Mr D. L.  
Drake-  
Brockman.  
The Terai  
Scheme*

“The area in which it is suggested that an attempt at colonization might be initially made is an area of some 2,000 acres contained in mauzas Chakarpur, Lakhanpur and Dhan-sara in the Terai. The centre of this area lies one mile to the south-east of Bazpur Tahsil and there is a railway station called Bazpur, a quarter of a mile from the tahsil. The area or much of it was under cultivation previously, and it or most of it is level and clear of deep-rooted grasses and would be, therefore, capable of being brought again under cultivation by means of the *desi* plough. It is irrigable from the Khela akhera canal.”

It is, however, pointed out that

“the climate is undoubtedly unhealthy, in the sense that inhabitants are liable to widespread attacks of malaria in the months of June to October. Adequate arrangements to eradicate the mosquito evil in the Terai or any portion of it being not feasible, an intense campaign has been started in the villages of the neighbourhood this year by means of travelling compounds to render inhabitants fever-proof.”

“An artesian well has recently been sunk at Bazpur Tahsil and gives a plentiful supply of excellent water. It is proposed to locate the colony on a high-lying site and to lay it out on approved lines. For each colonist a single-roomed house will be built with a tin waterproof on a design which is capable of expansion so as to accommodate an average family. It is proposed to give, if he requires it, each colonist an advance of *takari* sufficient for the purchase of a plough and a pair of bullocks and a sum by way of allowance at the rate of Rs 10 a month, payable monthly, or at other convenient intervals, for one year, so as to enable him to maintain himself until he has harvested a crop, which should ordinarily be at the end of 12 months. Security for the *takari* bond would have to be given by the parent or guardian. No rent would be charged for the first year, a concession which may be extended in the discretion of the superintendent for two years in special circumstances. Thereafter, a rent will be charged at the settlement rates for the area (which is 8 annas a bigha



inclusive of water-rate) and such rent will be liable to enhancement at the time of settlement only. Land would be allotted in compact blocks according to needs, with capacity for expansion up to a maximum which will be subsequently prescribed."

According to Mr Drake-Brockman, conditions for scheme of colonization are ideal except in one respect, that is in respect of malaria. We have given the details of this scheme according to the memorandum referred to above.

*Puranpore  
Scheme.*

231. The next scheme to which our attention has been drawn is known as the Puranpore Colonial Development Scheme. The area concerned is a tract of fertile country which is said to have been once reasonably populated and under cultivation but which was depopulated in 1918 by the influenza epidemic. It appears to have been fairly widely cultivated up to 1916. It centres on Shahgarh, a station on the Rohilkhand and Kumaun Railway and consists of between 10,000 to 14,000 acres of land. The Hardoi Canal more or less bisects the area, running north and south. It is described as a relatively unhealthy place. The scheme is that the area per colonist would be 20 acres and it would accommodate 600 colonists.

Roughly it would be farmed as follows :

- 5 acres cane,
- 10 acres arable crops including wheat,
- 3 acres fruits,
- 2 acres market garden truck.

We are told that over 500 maunds of cane per acre would be easily secured at a cost of Rs.70 per acre, and with a gross value at 5 annas a maund of Rs.155 per acre, with a net return of Rs 400—450 per farm. Adding to this sum the income from vegetables and garden crop and miscellaneous arable crops, it is estimated, that the net income of a reasonably efficient colonist would be in the neighbourhood of Rs 700 per annum plus his home-grown supplies. The conditions offered to colonists are as follows :

(1) the colonists shall be young men educated but definitely from the soil, i.e. the sons of working cultivators

(2) they should provide Rs.600 each or security admitting of further *takavi* to this value.

(3) they should be subject to dismissal, if ineffective, lazy or found hostile to co-operation or

disobedient to the laws of the commonwealth of which they have been selected as members.

(4) the land could not be sublet

(5) if the holder desired after a fixed period or because of health, to go, the farm would be rentable, after payment of a fair assessment to the outgoing tenant for improvements effected, to another tenant of the same type as the original group and under like rules, as may be framed.

(6) the land could not be mortgaged, except to the Central Bank associated with the colony and that only for production purposes.

(7) the holding would not be sub-divided at the death of the original tenant ; but would either go to one of his sons, the eldest, if a farmer, or with his death his direct claim would cease, and it would be left to the executive to either pass it on to one of his descendants, or to purchase, paying his family a fair valuation for improvements made.

The financial outlay is estimated to cost something like 14½ lakhs.

232. The third scheme to which our attention has been drawn is the Fyzabad Farming Training Centre Scheme. The authors of this scheme say:

*Fyzabad  
Training  
Scheme.*

“ There appears to be a tendency on the part of young men of the agricultural classes to flock to cities in search of low-paid employment and so to swell the ranks of the unemployed ”

The scheme seeks to give adequate practical training to such men in modern farming. It appears to have been decided, after consultation with the Committee presided over by the Hon'ble the Minister for Agriculture, to utilize 100 acres of good soil with irrigation facilities at the Fyzabad Government Farm for establishing a practical training centre for 10 settlers for a period of three years. Mr. Allan has, however, told us that the scheme has not awakened any response on the part of the educated unemployed or shown that there is any real demand for employment by these, if such employment entails hard work.

“ In the case of the Fyzabad farm scheme,” says Mr. Allan, “ there were a number of applications for the terms and conditions but, practically speaking, no further reference by the parties to whom these were sent. An enquiry was instituted. In a great number of cases, the scheme had been misread and

applicants had read the word " Government " to imply employment by Government and on finding this was not the case had no further interest. In others, the applicants had secured some form of employment often quite low-paid but presumably regarded as less speculative. While in other cases—the smaller number—the difficulties lay either in finding the necessary capital or in the absence of any definite statement that a farming area could be forthcoming after the period on the Fyzabad centre "

233 We should not be understood to deprecate any one of these schemes, but such evidence as we have recorded and our own experience of educated young men living in and brought up in towns do not encourage us to hope that those of them who have no connection with land, or who do not come from or belong to agricultural families, are likely to avail themselves of any such schemes and settle down on land as practical colonists or farmers. This, of course, does not apply to those educated young men who come from villages or who are connected with land or who are content to go back from towns to village life. The first two schemes referred to above will probably be found useful by the latter class of young men but not by others. Apart from this, we very much doubt whether young men who have not lived in the villages and who are accustomed to life in towns, will easily adjust themselves to the environments of village life or be able to bear the physical strain which the life of a practical farmer necessarily entails. The Fyzabad Scheme as appears from the statement of Mr. Allan, and from some other evidence which we have recorded, is at best a scheme for training; and the fact that after training the men who go there will have to find land and the capital necessary for starting their new life is likely to discount from the appeal of this scheme. Taking things as they are we are not very hopeful that the schemes of colonization as they stand, will make any appeal to many graduates or are likely to solve the problem of unemployment, on any appreciable scale.

234. While we say this with regard to town-bred educated young men, we must not be understood to take a pessimistic view regarding those young men who come from land and who are the sons of agriculturists or zamindars, and indeed in the case of such men we think that, if they are properly educated and if they receive some training in modern methods of farming either at agricultural schools or colleges or at some farms, and if also they receive encouragement from their parents or relatives or

from zamindars, they may not only gainfully employ themselves but also materially contribute to the development of agriculture and village life. It is in regard to such men that we should like every encouragement to be offered both by Government and zamindars for going back to land as agriculturists.

235. We understand that Government recently appointed an officer to examine the possibilities of existing vacant areas and to gauge the colonial possibilities of an area of about 1,000 acres in Fyzabad District which might provide holdings of 20—25 acres for trained men. Unfortunately, we have no detailed information on the results of the investigation and therefore are unable to express any opinion.

236. A number of witnesses drew our attention to the possibility of educated young men being employed as private farm managers. In this connection too we would draw attention to what Mr Allan has said. *Farm managers*

Mr. Allan is of the opinion that

“there is some scope for this and this would certainly expand, were agriculture to return to the more prosperous conditions of a few years ago. The general difficulty lies in the fact that a man who wants a farm manager is usually on the look out for a man of some experience. The average student after leaving the College or the schools may have some knowledge of agriculture in a general way, but has not had day-in and day-out experience of farm-working and but little or no experience in the management of labour and supplies. It is thus relatively difficult for such men to get jobs and hold them. The only way such men can get experience is by service on a Government farm or, if he is lucky, on an average farm under a competent manager. Some relief would be secured if Government took on such men as apprentices or probationers for a couple of years with no promise to provide service but on some subsistence salary of Rs 30 or Rs 40 per mensem, as employment of this kind would give a reasonably capable young man that experience which just makes the difference between possessing knowledge but being useless and the reverse.”

237. We are of the opinion that this is a possible line of advance and that education in agricultural institutes in regard to farm management and estate management requires to be more practical and more intensive. In our opinion, there are a number of zamindars in these provinces who can afford to engage qualified men for the management not only of their farms but of their estates generally. Unfortunately, however, it is not invariably

the rule that qualified men even if available, are engaged ; on the contrary, we regret to say, that cheap agents are employed, who, though they may have experience in the management of labour and supplies and also in dealing with the tenantry. yet very frequently foment litigation or promote misunderstandings between the landlord and the tenants. In no walk of life can it be expected that a young man will start life with experience. He must get opportunities to acquire experience and if he has the necessary mental aptitude and training he should acquire such experience much more quickly than an uneducated or a semi-educated man and will, we presume, being a higher character to bear upon his work than the latter. Under the stress of the present circumstances we are inclined to think that qualified estate managers who are graduates or undergraduates may be prepared to accept appointments as managers or assistant managers on big zamindari but we feel that it is necessary for them to possess practical knowledge of their work such as the collection of rents, the checking of patwari and other revenue papers, the keeping of accounts, etc. For this reason it may be desirable to attach candidates for practical training to the staff of the Court of Wards or Government Estates for a reasonable period. We are also of the opinion that in the matter of employment of qualified Estate managers the Court of Wards can set an example.

*Agricultural Industries,*

238. Our attention has also been drawn to a number of industries connected with agriculture which, it has been suggested, may be developed on co-operative basis. For instance, industries which have been suggested are fruit-growing, dairy farming, market gardening, floriculture, sericulture, poultry-farming, canning, pisciculture, spinning and weaving, carpet making, clay modelling, rope-making, pottery, cattle breeding. In making any suggestions with regard to these various industries we feel certain difficulties. Firstly, we have no evidence before us as to how far such industries are likely to make an appeal to the products of our universities or schools. Secondly, we feel that many of these industries require special knowledge and training for which no provision exists. Thirdly, we feel that in taking to these industries the educated men are bound to come into conflict with other interests. No concrete schemes of developing these schemes or of finding markets for the products of these industries have been placed before us. Nevertheless, there are two or three of these industries on

which some stress has been laid by a number of witnesses and we propose to make a few observations with regard to them.

239. The first of these industries on which many witnesses have laid stress is fruit-growing. We believe there are possibilities of developing this industry, and young men possessing scientific knowledge and training, may find employment if it is organized on a co-operative basis and also subsidized, as we think that in the case of many young men it would be idle to expect that they can find their own finance. We understand that the membership of the Central Fruit Development Board, founded in 1933, has increased from 267 to 356, that the Agricultural department has issued 14 bulletins, dealing with fruit farming, that some 15 men are receiving training, that the board has given a great deal of help to members, by providing them with plans of garden, and that Government has agreed to provide a fruit expert. Our attention was drawn by Mr. Mohammad Ishaq Khan to the fact that he and some of his friends had started at Basti a fruit growers' association consisting of about 200 members, each of whom contributed Rs 4. Half of the amount so collected is paid to the Central Fruit Development Board at Lucknow which is expected to send a competent horticulturist. Each individual will grow his own orchard and the Association will help them with supply of plants and the marketing of the produce. The experiment has not, in our opinion, been tried for a sufficiently long time to justify ourselves to say whether it is going to succeed or not. We hope it may and we must not be supposed to discourage it. Our own view is that as side-lines many of these industries can be taken up by our rural population, including those of our educated young men, who are members of agricultural classes. But we are very doubtful whether these industries will, if run individually by graduates or under-graduates, or if run on a co-operative basis without adequate funds, and without adequate organization yield any profits to our educated young men and enable them to make a decent living. Our opinion, however, should be treated as only of a tentative character, as, unfortunately, we have not been adequately helped in regard to the details of these industries by expert advice.

*Fruit-growing*

*Mr.  
Mohammad Ishaq  
Khan*

Rai  
Bahadur  
Pandit  
Kash-  
nath

240 Rai Bahadur Pandit Kashinath of Fyzabad drew our attention to the experiment of growing *nim* trees for timber and in his opinion the experiment had been fairly successful. He told us that an acre of *nim* plantation ought to yield an income of Rs 200 per year. We are very doubtful whether a scheme of this character can attract men of the educated classes, particularly those who have no connection with village life.

Dairy  
farming.

241. We next come to dairy-farming on which several witnesses have spoken before us. Luckily for us, there are two of our colleagues, who have direct and personal knowledge of dairy-farming. We refer to (1) Shri Sahebjī Maharaj, and (2) Dr. Sam Higginbottom. Both of them have furnished us with notes on dairy farming, and we place them as Notes 2 and 3 at the end of our report. We have had the opportunities of seeing both the dairies at Allahabad and Agra. The dairy at Dayalbagh we believe has cost 4 lakhs of rupees, if not more. We are told by our colleague who is the head of Dayalbagh that dairy-farming is not at all a paying job at present. The illiterate villager according to him never keeps an account of the expenditure on his cattle and feels quite content at what he gets for his milk and milk products, though it may be much less than what he spends on producing them. He has drawn our attention to the fact that adulteration of milk and milk products is so very rampant in these days that the public has come to believe that pure milk, butter and ghee have ceased to exist in the country. In his opinion, Act no. VI of 1912 which seeks to prevent the adulteration of food supplies has not proved a success. The defaulters either get off scot-free or with small fines, with the result that adulteration of milk and milk products continues to be the order of the day. He has suggested that the Act requires to be so amended as to provide deterrent punishments for offenders against its provisions. Further, it has been suggested that the prices of pure milk and milk-products should be raised and regulated with reference to local conditions of each district subject to quarterly revisions. He also suggests that the manufacture and sale of milk, as in Western countries, should be allowed only under licences, renewable every year. He thinks that if these suggestions are accepted, dairy-farming will become an honourable and paying business for honest people and hundreds of the unemployed

among educated men may be afforded opportunities of earning a decent income by starting farms of their own.

242 Dr. Higginbottom in his note has also drawn our attention to the inadequacy of legislation in regard to dairying, and pointed out that adulterated milk and its products drive out the honest producer.

243. We believe that there is no article of food in India more in demand than the milk and milk products and we think this is an industry, which, if developed on proper lines, may be found to be profitable and may secure employment to trained young men provided there is a suitable legislation protecting it against adulteration, and also it is adequately financed. The development of this industry will no doubt presuppose a better class of milch cows which are not easily available in these provinces. It is out of the question that an ordinary person, whether he is a graduate or not, can afford to have such expensive cows as we have seen in the two dairies at Allahabad and Agra. The possibilities of dairy-farming require to be more carefully explored by experts, and all that we propose to do at present in our report is to recommend to Government that suitable legislation should be passed and steps should be taken as a result of an expert enquiry to organize the industry on modern lines.

244 Our conclusions and recommendations are as follows :

(1) We are extremely doubtful as to whether these schemes of colonization which have been taken in hand will make any appeal to that section of the educated classes which has no connection with land, though we think that such schemes may be helpful in removing unemployment in the case of those among the educated classes who belong to the agricultural community or who have connections with village life, or who have imbibed in their early life some agricultural tradition.

(2) We are very doubtful as to whether subsidiary industries such as fruit-growing, dairy-farming, market-gardening, floriculture, sericulture, poultry farming, canning, pisciculture spinning and weaving, carpet making, clay modelling, rope-making, pottery, cattle breeding, will attract a large number of our educated men unless they



are adequately trained and financed or subsidized for such industries, though we think that several of these industries can be and should be developed with advantage to the country.

(3) In our opinion, the development of dairy-farming is a possible avenue of progress, provided the law relating to the adulteration of food-supplies is stiffened, and an adequate knowledge of the subject and funds are available and the public are prepared to pay for unadulterated milk and milk products.

(4) We think there is scope for the employment of educated men, as farm managers and as estate managers provided proper training is given to young men, and arrangements are made for giving them opportunities to acquire practical knowledge of these subjects. In this matter, it is necessary that the point of view of our big zamindars should also undergo a change.

(5) We think with Mr. Allan, when he says as mentioned in paragraph 236, that the possibility of educated young men being employed on private farms as managers would expand, "were agriculture to return to the more prosperous conditions a few years ago" This is really the crux of the whole matter, on which depends the recovery of agriculture in the province, and the employment of our surplus educated young men. The Provincial government should press the Central Government to take steps to inaugurate some policy which will raise the price level of agricultural products in the country. (*Vide* Mr. T. Gavin Jones' note on page 261 of this report which we commend to the careful consideration of the Government).

## CHAPTER VI

## INDUSTRIES

245. Non-official Indian opinion has, wherever we have gone during our tour, emphasized the necessity for the development of industries on a big scale as a cure for unemployment. Such evidence as we have recorded has mostly been of a very general character, but we have also had the advantage of examining a certain number of gentlemen, who have given thought to the matter, or who possess practical knowledge of industries in these provinces and their prospects; and we shall in the course of this chapter refer to their evidence. The general Indian view may well be summed up in the words of Sir M. Visvesvaraya who has expressed himself thus in his recent book "Planned Economy for India."

*Non-official opinion.*

"If heavy industries are rapidly developed in India," says Sir M. Visvesvaraya, "railway locomotives, rolling stock and plant, army machinery and ordnance stores may be easily manufactured locally, instead of the country having to import them from Great Britain or foreign countries to the extent of Rs 25 to Rs 35 crores every year. As in Russia, heavy industry affects national progress in many directions and therefore requires State subsidies to foster it. If we are not able to find the subsidies, then, we too, as a civilized State, must perish."

246. Official evidence and some other evidence which we have recorded on this question, had, however, struck a more conservative and cautious note. We do not think that we can be expected to present any concrete scheme, for the development of industries in these provinces. Our main concern is to explore avenues of employment for our young men, and approaching the question from that point of view, we are persuaded that the question of unemployment is intimately connected with the question of the development of our industries, which will not only secure employment to a large number of those who will be outside the pale of educated classes but also to an increasing number of educated men possessed of technical and professional qualifications.

*Official evidence.*

247. At the same time, it is necessary to have some fair idea of the total amount of employment available through industries. According to official view, the total number of men employed by factories, mines, plantations

and railways in India. does not exceed  $3\frac{1}{2}$  million persons. It is possible to go up to a total of 5 millions. It has been estimated that about 125,000 persons are employed as managers, supervisors or holders of certain technical posts, and with vacancies not exceeding 10,000 a year, the number of university men who can get any one of these appointments, having regard to the character of their education and their qualifications, cannot be very large—it is doubtful whether even 1,000 university men can enter organized industry in a year. We are unable, upon the materials before us, to express any independent opinion on the accuracy of these figures or the conclusions which are based on them. Our own view is that it would be wrong to depend upon any one individual solution for the problem of unemployment and we should not be understood to discourage the idea of the development of industries merely because industries cannot absorb the total output of universities or even a considerable proportion of them. On the contrary, we are anxious that industries on modern lines should be developed just as we should also develop our agriculture. In a well-balanced economy, we think that industrial and agricultural development must be linked together. Without developing both, we cannot add to the material prosperity of the country or the economic soundness of the average purchaser. As our colleague Mr Gavin Jones, to whose opinion we attach considerable importance, says in his note which we append (*See Note 1 at the end of the report*), the consideration of the problem can be conveniently divided into 7 parts.

*Mr Gavin Jones.*

- (1) The economic uplift of the agricultural masses.
- (2) The development of large scale industries.
- (3) The development of small scale and cottage industries.
- (4) Colonization of land by educated classes.
- (5) The expansion of the employment of the educated classes as professional men and experts in existing professions and callings.
- (6) The improvement of primary education.
- (7) The re-organization and reform of secondary and higher education.

248 We have dealt with several of these headings in other parts of the report. In this chapter we shall deal with item no. 2 and item no. 3 of Mr. Gavin Jones's analysis.

249. While nearly everywhere during our tour, a number of witnesses made suggestions as to the need of developing certain industries, big and small, including cottage industries, no concrete schemes were laid before us, and indeed we think that if such concrete schemes had been laid before us, we could not very well, consistently with the main issue with which we have to deal, have undertaken the task of pronouncing any judgment upon any concrete scheme. If we shall refer to some of the evidence, it is only to show the strength of public feeling on the question of the development of industries, which has an important bearing on the issue of employment, and also to draw attention to some of the suggestions which have been placed before us by some gentlemen whose views are entitled to consideration.

250 Dr. N. R. Dhar, Head of the Chemistry Department, University of Allahabad, has written to us to say that "the population of our country is increasing at the rate of 0·8 per cent. per annum, whilst the crop production is increasing at the rate of 0·4 per cent. This might lead to a shortage of food in the near future." He has emphasized the necessity of developing "nitrogen industry" (fixation of atmospheric nitrogen for agricultural and other purposes), and drawn our attention to an article on this subject in the Journal of the Society of Chemical Industry, Volume 54. An industry like this, if developed must necessarily find employment for men with scientific education.

*Dr. N. R.  
Dhar*

251. Dr. M. N. Saha, the Head of the Physics Department, University of Allahabad, has spoken elaborately on the methods of advance and the kinds of industries which he thinks may be started or developed. In the course of his statement he says

*Dr. M. N.  
Saha.*

"(a) To relieve unemployment, a large number of big factories has to be run. There is no dearth of capital in India, only the capitalists have to be assured of a sure, though it may be a small return. That this is a fact is borne out by the very recent growth of about 100 sugar factories within a couple of years, involving an initial outlay of no less than ten crores of rupees. No sooner the Government came to the rescue of the sugar industry of India, than the capitalists came forward with their crores being assured of a safe return. This new development, which is mostly in the United Provinces, has given employment to 500 chemists, an equal number of engineers, a hundred experts in the line, a thousand clerks and storekeepers; besides about half a lakh of skilled workmen and unskilled labourers, etc.

(b) A detailed industrial and economic survey should be undertaken with a view to find out the actual necessities of the country and the possibility of producing these, and a number of these industries selected. To take concrete examples, we may mention that some, at least of the following goods can be manufactured in this country with advantage. Sewing machines, typewriters, clocks, bicycles, electrical goods, kerosene lamps, photographic goods, fountain pens, pencils, pottery, glass and heavy chemicals.

(c) Industrial research workshops should be opened by the Government in as large a number as funds may permit, with a view to find out and standardize the method of manufacture of the articles selected. For this purpose, it may be necessary to secure the services of expert engineers from abroad, in the first instance. At the start, some of these workshops, may perhaps with advantage, be located at the different university science laboratories and technical engineering colleges, where knowledge and experience of men of science and engineering are already available. These universities and colleges should be provided with special grants-in-aid for apparatus and for scholars for carrying on the above-mentioned works. The Physics Department of the Allahabad University, if provided with necessary funds, can undertake research on the manufacture of, besides other goods, electric glow lamps, school science apparatus, wireless apparatus, refrigerating machines, alcohol engines, etc.

(d) Industrial museums should be opened in every important city in the province, where samples of the model articles, thus turned out should be exhibited to the public and all relevant information about their manufacture made available to any one interested in them. Such museums may also exhibit other articles manufactured in the country or outside it."

*Electricity.*

252. There is another point of importance which emerges from the evidence of Dr. Saha, Sir William Stampe and Professor Godbole of the Benares Hindu University, and we desire to refer to it now. All the three of them have referred to electricity as the basis of industrial development. Dr. Saha is of the opinion that in this country the price of electrical energy is very high as compared with the more progressive countries of the world. He has drawn our attention to the English Electricity Supply Act of 1926, under which a Central Electricity Board has been established by Parliament. We have looked into this Act. The main point of Dr. Saha is that—

‘The cost of production of electrical energy in our country should not be and is not in fact, very much different from that of England, because though coal may be a little dearer, labour is cheaper. Moreover, the north-west part of the provinces has got great possibilities of hydro-electric generation.’

He strongly urged that the production of electricity should be nationalized and should be under the control of an Electricity Board appointed by the Government. This may necessitate an amendment of the existing Act or possibly fresh legislation, and in the meantime he has suggested that the Government should appoint an Advisory Board to advise the Government on the prices that should be charged by private firms in these provinces.

Professor N. N. Godbole who has received his education both in Japan and Germany, and is now in charge of Industrial Chemistry at the Benares Hindu University, has similarly laid stress on cheap electricity, in the course of his evidence before us. Speaking of the cottage industries of India, he says—

*Professor  
Godbole  
Cottage  
Industries.*

“The term as used in India is thoroughly misleading”

“I do not believe,” says he “that there is any cottage industry in India worth the name that can be worked with the help of students trained in our vernacular schools with the very limited knowledge which they have of the sciences. In Japan and Germany, there is hardly any cottage industry such as is generally thought of in India. All the cottage industries in those countries are of a different type altogether.” Further on he says “There are two types of cottage industries as I have seen them in Japan. In discussing the question of cottage industries I take it for granted that those who are thinking of this problem are agreed that even in case of cottage industries certain fundamentals are accepted. Firstly, that there is compulsory primary education and the masses are literate. Secondly, that in every village the motive power, viz electricity as also gas is made available as cheap as in Japan. Thirdly, that there is a certain average knowledge of sciences like Chemistry and Physics.” At another place in his evidence, he says “Both in Japan and Germany, coal-gas and electricity are available everywhere in the remotest corners of the villages at extraordinarily cheap prices. One reason why electric current is available at low prices in Japan and Germany is that the Electric Tramway Companies, Coal-Gas Companies and Telephone Companies are owned and managed by municipalities themselves. No foreign or privately managed companies are allowed to manage these, and the result is that the municipalities are not merely concerned with spending the public money, but they are sources of income for the nationbuilding work. Further, they are anxious to see that they increase and develop the industries within their jurisdiction by offering their available energies at very nominal cost. In the year 1923—25, when I was in Berlin, the Berlin Tramway Company made an offer to some of the big industrial concerns to supply their large

stocks of spare electrical energy between the hours of 12 midnight and 5 early morning at a very nominal rate of less than a pice per unit. The reason was the following. The city of Berlin has a huge network of tramway system, some of the lines running distances of 20 miles at a stretch. The tramway traffic is practically nil after 12 in the night and up to the early hours of the morning. During this time all the staff has got to be at work in charge of the main generating power-houses and the distributing centres. The net income during these hours is hardly any. The municipality offered very cheap current to the big Calcium Carbide manufacturing concern at a nominal cost. This was of great gain to both the parties. Similarly in Japan, I know, the municipality street lighting problem is solved by the municipality by compelling every house to put one light outside the house at a very nominal expense to the owner."

*Sir  
William  
Stampe*

253 Sir William Stampe, to whose evidence we have previously referred at length, has similarly supplied to us a considerable mass of valuable literature regarding the Ganges Grid and the tube-well system, and emphasized the necessity of their development. We have referred, in an earlier part of this report, to the actual amount of employment which has been made possible by the development of this system and to the further possibility of employment of the educated classes which should result from further development of the system.

*Industries  
Reorgan-  
ization  
Committee*

254 It is obviously not our intention to discuss, at great length these technical matters. We are relieved from this necessity particularly because the Industries Reorganization Committee have dealt with the question of the utilization of hydro-electric power in Chapter IV of their report. In paragraph 105 of their report they observed as follows :

" In conclusion, it may be said that the power supplied by the hydro-electric scheme for the small installations is cheap in comparison with electric power in other towns in these provinces situated outside the grid area. We are satisfied that there is considerable scope for the increased use of electricity, whether generated by water or otherwise, for industrial purposes such as cotton-gins, cane-crushers, sugar centrifugals, oil extraction, flour-milling, ice-making, brass-polishing, electro-plating, wood-lathes and hand-loom. But the essential condition in the demand for these purposes must be the cost of electric power compared with that of manual labour or other forms of mechanical drive, in relation to the outturn and the disposal of the goods made. We consider it advisable to reduce, as far as possible, the tariff rate for small industries, particularly those which use motors of two horse power or less, and suggest that the possibility of doing so may be explored by the Irrigation

Department We do not regard most of the difficulties urged against the use of electric power to be serious and consider that they will disappear in course of time "

We shall now refer to the suggestions made to us by various witnesses as to the possibility of developing various industries

255 Mr. R C Srivastava, Sugar Technologist, Imperial Council of Agricultural Research, was of the opinion that the development of major industries depends upon many factors, not the least important of which being the fiscal policy and the currency policy of the Government of India, and in this respect, he thought that the Provincial Government could not be expected to do much. He also suggested the development of minor and cottage industries such as *Khandsari* Sugar, *gur*-making, brass industry and gold-thread industry *Mr R C. Srivas-tava.*

256 Mr N. C. Mehta, ICS, recommended the development of certain cottage industries such as fruit growing, vegetable farming, dairy-farming, bee-keeping. In his opinion, however, the development of large scale industries was not likely to solve the problem of unemployment to any great extent and indeed it might aggravate it. *Mr N C. Mehta*

257 Professor N. P. Gandhi, M.A , B SC , Professor of Mining and Metallurgy of the Benares Hindu University, was of opinion, that the development of industries, major and minor, is likely to provide employment for a large number of educated and skilled young men, provided a suitable campaign of technical and commercial education is started and preference is given to qualified Indians of these provinces over others. He recommended such industries as the manufacture of instruments, apparatus, hardware and light machinery, electroplating, relief maps, type-founding, wire-drawing, toy-making. *Professor N P Gandhi*

258 Professor N. N. Godbole, M A , B.SC , PH D , Professor of Industrial Chemistry of the same University to whose evidence we have referred laid stress upon economic tariffs, and subject to that, he suggested the manufacture of heavy and fine chemicals, oil-hydrogenation, oil splitting, glycerine manufacture, certain essential oils, paints and varnishes and rubber industry. Subject to cheap electrical power being provided, he also suggested the development of small industries like the manufacture of celluloid toys, pens, nibs, clips pins, and electroplating. *Professor N N. Godbole*



*Professor  
Dogar  
Singh*

259 Professor Dogar Singh, Head of the Ceramic Department, Benares Hindu University, suggested the development of ceramic industry provided proper technical education for it was given and it was protected against foreign competition and arrangements were made for cheap transportation.

*Benares  
Hindu  
Univer-  
sity*

260. The Benares Hindu University, in their memorandum, laid stress on textiles (cotton, woollen and silk), glass, soap paint, varnishes, leather, paper, vegetable oils, gold and silver thread. In their opinion, it was necessary that there should be a genuine attempt made to industrialise the province, and for that reason, they recommended that an industrial survey should be undertaken. In their opinion, the cottage industries would be more helpful in rural areas than in urban areas; but the promotion of large scale industries was quite essential for providing employment for educated young men.

*Rai  
Bahadur  
Pandit  
Kashi  
Nath  
Mr H R.  
Harrop.*

261. At Lucknow, Rai Bahadur Pandit Kashi Nath, Special Manager, Court of Wards, Fyzabad, recommended the development of minor industries mainly intended for the convenience of the tenants, while Mr. H. R. Harrop, M.A., I.E.S., Director of Public Instruction, United Provinces, suggested the development of weaving and spinning, painting, tailoring, carpentry and dyeing.

*Mr  
Vishnu  
Sahay*

262. Mr Vishnu Sahay, I.C.S., Registrar, Co-operative Societies, Lucknow, laid stress on dairy-farming, fruit growing, canning and preservation of fruits, silk weaving, silk-printing, toy-making, oil-crushing, poultry-farming, etc. In his opinion, if State aid and protection were given, the cottage industries would provide employment for educated men.

*Mr D B.  
Barve*

263. Mr D B Barve, Business Manager, Arts and Crafts Emporium, Lucknow, while emphasizing the improvement in industrial and technical education and State aid to industries also drew our attention to the necessity of a revision of the railway freights policy, customs and excise duties. He has specially emphasized the necessity of improving industries of an artistic type.

*Mr Mohi-  
uddin  
Ahmad*

264. Mr. Mohiuddin Ahmad, Deputy Director of Agriculture, suggested the development of the following industries.

Woodworks, carpentry, carpets, rope-making, spinning and weaving, sericulture, dairy, poultry, oil industry,

turpentine, tanning and leather works, dyeing, paper making, canning of fruits, vegetables and other food materials, electrical goods, biscuit-making, bamboo and basket work, glass industry, alkali manufacture, manufacture of chemicals, paints and colour manufacture, cigarette-making, bone industry, match industry, pencil and penholders, ink factories, etc

265. Mr. Jagannath Prasad Srivastava, Assistant Registrar, Co-operative Society, Lucknow, emphasized the necessity of industrial survey and employment of suitable experts by the Government in the Industries Department, for technical advice and guidance and for carrying on industrial research. He suggested the development of the following cottage industries :

*Mr.  
Jagannath  
Prasad  
Srivastava.*

Dyeing and printing, woodworks, toy industry, brush-making, lock, scissors, cutlery-making, carpet weaving, pottery, flour-milling, oil-pressing, *rab*-making and curing, papain manufacturing, lac-rearing, ghee, pig-keeping, poultry, bee-keeping, *tat patti* weaving, oil-pressing and *san*-hemp curing.

266 Khan Bahadur. Muhammad Abdul Qayum, Deputy Director of Agriculture, emphasized the development of cottage industries in rural areas, whereas Mr. Muhammad Huzur Alam did not favour the development of major industries, but only minor industries, on co-operative basis

*Khan  
Bahadur  
Muham-  
mad  
Abdul  
Qayum  
Mr.  
Muham-  
mad  
Huzur  
Alam*

267. Professor K. G. Sayyidain and Mr. Tajammul Husain, of the Aligarh Muslim University, suggested the development of the following industries .

*Professor  
K G  
Sayyidain  
and  
Mr.  
Tajammul  
Husain*

*Major*

(a) Electric goods, (b) Paints and varnishes, (c) Chemicals and pharmaceutical goods, (d) Toys, (e) Rubber boots and shoes, (f) Glass, (g) Spinning and weaving, (h) Colours, (i) Machinery, (j) Bicycles, (k) Lamps and lanterns, (l) Paper.

*Minor*

(a) Jams and preserves, (b) Sports goods, (c) Furniture, (d) Oils, (e) Tins and cans, (f) Creams, (g) Polishes, (h) Inks, (i) Soaps, (j) Dairy,

Both of them were emphatic in their demand for protection.

*Mr S M Shafi* 268. Mr. S. M. Shafi, suggested the development of the following industries :

Textile, leather, sugar and glass industries.

¶ He emphasized the need for an economic survey of the province and protection against foreign competition.

*Mr. A M. Kureshi* 269. Mr. A. M. Kureshi suggested the development of the following industries :

(a) Carpentry, (b) Wood-carving, (c) Fret-work, (d) Tarkashi or wire inlay, (e) Clay-modelling, (f) Papier mache, (g) Taxidermy, (h) Toy-making, (i) Painting.

*Professor Muhammad Habib* 270. Professor Muhammad Habib laid the greatest stress on the high tariff amounting, in extreme cases, to prohibition as being absolutely necessary for the development of major and minor industries. He has furnished us with a note on the new Tariff policy of Persia, which he has studied in that country. He also emphasized the necessity for the establishment of research institutes. Among the industries which he thought should be developed are textile, sugar, copper and brasswork, cigarettes and cigars.

*Mr. Nawal Kishore Chaddha* 271. Mr. Nawal Kishore Chaddha, Lecturer in Economics, Bareilly College, suggested the following industries :

(a) Furniture, (b) Candles, (c) Cane baskets, (d) Woollen blankets, (e) Cardboard boxes, (f) Writing inks, (g) Pencils and pen nibs, (h) Buttons, (i) Hosiery, (j) Soaps, (k) Confectionery, (l) Lac, (m) Varnish and dyes, (n) Bee-keeping, (o) Poultry farming, (p) Dairy-farming, (q) Fruit-growing.

*Mr S B Naidu* 272. Mr. S. B. Naidu, Wood Technologist, Bareilly, recommended the development of power alcohol from the enormous amount of molasses that now go to waste in the sugar factories. He particularly invited our attention to the enormous growth of modern toys and articles of games and sports. According to him, toys and articles for games and sports imported into British India were valued at Rs.37 lakhs and 47·3 lakhs, respectively. He pointed out that the Japanese toys had found market in the remotest village of the country. He regretted that there was not a single toy factory of any magnitude in the country.

273. Chaudhuri Mukhtar Singh who is the manager of a big sugar factory at Daurala near Meerut suggested the development of a number of industries both major and minor.

*Chaudhuri  
Mukhtar  
Singh*

*Major*

(a) Starch, (b) Absolute alcohol, (c) Celluloid, (d) Artificial silk, (e) Leather, (f) Fertilizers, (g) Cycles, (h) Electric and rubber goods, (i) Watches, (j) Glasses.

*Minor*

(a) Nibs, (b) Pencils, (c) Matches, (d) Buttons, (e) Razors, (f) Cutlery, (g) Food preserves, (h) Cigarette-making, (i) Tobacco manufacture, (j) Glycerine, (k) Acetic acid, (l) Paper pulp, (m) Vinegar, (n) Hosiery, (o) Wool, (p) Sheep-rearing, (q) Laces, (r) Horticulture, (s) Toys, (t) Sand paper, (u) Chemicals.

He added that the Government should start small industries, and when they become successful, the enterprise be sold or leased to private concerns.

274. We shall now refer to the evidence of Sir William Stampe whom we examined at Aligarh. In his opinion, heavy industries could not be developed in the United Provinces, owing to the absence of coal, iron and other minerals, but there was ample scope for the development of agricultural industries such as oil-crushing, cotton ginning and spinning, silk weaving, manufacture of cardboard and other pulp products from grass and wood, also chemical industries for the manufacture of fertilizers. With cheap electricity, which, in his opinion, is being undoubtedly appreciated by the agriculturists, all the above industries could be organized. He thought that tariff protection should certainly be given to minor and cottage industries, specially during the stage of development. He added that—

*Sir  
William  
Stampe.*

“In England the so-called safeguarding tariffs were introduced some years ago in various trades, specially those in which foreign dumping under subsidy was rampant, and that the result had fully justified those measures ”

275. Dr. Girwar Sahai recommends the following industries :

*Dr.  
Girwar  
Sahai.*

*Large scale industries*

(a) Cotton and wool, (b) Oil seeds, (c) Hides and skin, (d) Wood.

*Medium Industries*

(a) Metal work, (b) Cotton and wool, (c) Sugar, (d) Paper, (e) Match manufacture, (f) Tobacco, (g) Soaps and candles, (h) Tiles and bricks, (i) Glass and glass bangles, (j) Printing and publishing.

*Minor industries*

(a) Metal works, specially smithing and brass work, (b) Hand spinning and weaving, (c) Carpet and blanket making, (d) Flour milling, (e) Rice milling, (f) Oil mills, (g) Food products, fruit-canning, drinks and aerated waters, (h) Cigarettes and *bidi*s, (i) Brick and tile work, (j) Pottery, (k) Furniture, (l) Mat-making, (m) Shoe-making, (n) Bee-keeping, (o) Toys, (p) Vegetable dyes, paints, ink, etc., (q) Pencil manufacture, (r) Buttons, (s) Soaps, (t) Glass works, (u) Enamelled-ware, (v) Printing, (w) Book-binding, (x) House building on modern lines.

*Dr. S S.  
Nehru.*

276. Dr. S S. Nehru, I.C.S., recommended the following industries as ancillary to Agriculture :

Poultry breeding, sheep farming, bee-farming, silver-fox farming, dog breeding, pig breeding, flour raising, fruit culture, painting, toy-making, bead work, needle work, embroidery work, tanning, canning and preservation, etc.

*Professor  
H. L  
Puxley.*

277 Professor H L Puxley, of St. John's College, Agra, recommended scientific and efficient dairy-farming, fruit farming, canning, and vegetable growing. He thought that transport and amusement services have great possibility, and that aviation should be developed by the introduction of the Autogyro. In his opinion, the Himalyan scenery should be exploited and commercialized, providing employment for guides, hotels and travelling agencies. He also suggested the development of the cinema industry with its subsidiary occupations of photography, etc. In his opinion (1) the creation of a market must precede the quest for new forms of employment, (2) an attempt to satisfy hitherto unexpressed but latent wants is better than to compete for the satisfaction of wants already catered for, and (3) in India, there seems to be more room for an immediate expansion of employment in the purveyance of services than in the production of goods.

278. Mr. R. G. Allan, suggested the development of the following industries : *Mr R G. Allan.*

(a) Manurial cakes and fertilizers. (b) Egg business. (c) Dealing and canvassing in simple agricultural implements. (d) Organizing local fruit disposal, and jobs of this kind.

279. Mr. J. A. H. Duke, officiating Director of Industries, suggested the development of the following industries : *Mr J. A. H Duke.*

*Major*

(a) Sugar. (b) Textile. (c) Oil. (d) Glass and leather.

*Minor*

(a) Earthenwares. (b) Small chemical industries (e.g., inks, shoe polish, toilet products, etc.).

According to Mr. Duke—"the development of industries—major and minor—in these provinces would provide employment for a large number of skilled and educated young men, but it is difficult to specify any industry, major or minor, since the resources of the province are mostly of an agricultural nature and there does not appear to be any potentially large market in the province for the products of a large industry. Heavy charges for transport over land is a serious problem against the establishment of a large industry, even if all raw materials were available. In the matter of minor industries, there would be possibility of developing the manufacturing of good class pottery, glazed bricks and tiles and electric fittings." He thought that "the glass industry should also be developed if it is protected from outside competition, but most of such industries require real experts to be imported, who thoroughly understand the business, before it could be put on a proper basis and produce goods equal to those imported. The crushing of cotton seed and the utilization of the fibres from linseed straw for paper-making, rope-making, or possibly as a jute substitute are matters of present industrial possibilities and are of such a type that they would improve the condition of the agriculturists."

280. In his opinion, there was plenty of scope for co-operative dairies, providing a supply of pure milk and ghee. He thought that the Japanese competition was abnormal.

"But in the history of industrial development I do not think," said Mr. Duke "that a policy of protection such as is expected in India is likely to assist the development of industries. Such protection can only be limited. The tendency would be for

prices to rise and the bulk of the people, viz. the agriculturists would be the sufferers, since there would be no means of raising the prices of agricultural produce. Undoubtedly, a few industries might be developed by a satisfactory form of protection and it would, to some extent, relieve the present unemployment position. It would, however, be necessary to have experienced technical and commercial people to develop the proposed industries, and it should be understood that no industry can be developed, unless there is already in existence a substantial market for the class of goods which it is proposed to make, otherwise, most of the efforts will end in failure. Generally speaking, I am of the opinion that it is not possible to force the development of industry and that the only way, to encourage industrial development, is to make a national effort to improve the conditions of the agriculturists. Much could be done, in this direction by the elimination of women labour from agriculture and to educate the people that there is ample work for women in the home, if the standard of living is to be raised and employment to be found for the men. When that stage has been reached, there would be no necessity for the State to provide funds for industrial development, as there will be a steady and increasing market for manufactured goods of many kinds.

281. He did not think that there was any possibility of providing employment for educated young men in cottage industries—a term which was insufficiently defined—if the cottage industries were meant to include industries such as handloom, weaving, hand-spinning, etc. Lastly Mr. Duke said—

“ I am not in favour of the State engaging in any industrial development as the ordinary Government official in India has no idea of business or industrial matters, and where the Government has engaged in such ventures, they have not succeeded. In view of the necessity of doing something to relieve the present state of unemployment, it may be desirable for the State to import certain industrial specialists, who should be given a fairly free hand, after appointment, in the matter of the preliminary research work, if any be necessary. I am also of the opinion that when the research work is successful, the industrial expert should be kept on to run the industry, if capitalists are ready to put up the necessary funds for developing the business, otherwise it should be closed down. It does not seem to be the duty of the State to utilize public money to develop an industry and having developed it, to hand the business over to one or two private individuals. Conditions might be materially altered for the better, if the State instead of dabbling in business were to start a campaign against waste both in industry and in agriculture. Waste and inefficiency are largely responsible for present maladies in India.”

We have dealt with the evidence of Mr. Duke at length, as at the time that he gave evidence he was the officiating Director of Industries. We do not consider it necessary to discuss in detail his views, but we are bound to say that while we recognize the sincerity of his views, some of his views run counter to the general trend of evidence that we have recorded, and in any case, they seem to us, in several respects, to be directly opposed to the views generally maintained in Indian circles.

282. At Cawnpore, apart from the evidence of Messrs. Allan and Duke, to which we have already referred, we had the advantage of recording the evidence of Mr. J. G. Ryan, M.B.E., Secretary, Upper India Chamber of Commerce, Mr. Padmapat Singham, representative of the Merchants' Chamber of Commerce, Messrs. I. D. Varshanie, K. L. Gupta, Director of Benares Bank, L. M. Gupta, M.A., B.Com., and Professor L. C. Tondon, M.A., B.Com., Professor of Economics, S. D. College, Cawnpore, representatives of the United Provinces Chamber of Commerce, and Mr. W. J. Packwood.

283. Mr Ryan thought that the problem of unemployment was real only among the class which claimed to be educated and this class constituted merely a fraction of the wider class of "literate", which in itself comprises only some 5 per cent. of the population of the Province. The statistical result was that only a very small proportion of the population was concerned in the problem of unemployment. Whatever may be the conclusions that may be drawn as to the number of unemployed educated men in proportion to the total population of the province, we are afraid, we cannot agree with Mr Ryan in his inference. The fact that there are thousands of men who are in spite of their education unemployed, even though they may bear a small proportion to the total population, cannot be ignored and indeed has not been ignored by Government, who are responsible for the appointment of this Committee. Mr. Ryan has drawn our attention to the fact that a large number of students who had joined the Sugar section of the Harcourt Butler Technological Institute had been able to find employment in the sugar factories, the number of which had considerably increased, a fact to which Dr. Saha has also drawn our attention. This, however, is not sufficient to dispose of the problem of unemployment

*Mr J. G.  
Ryan.*



among the educated classes. Among the industries which he has suggested for development are poultry farming, fruit farming, dairy farming, sericulture and agriculture.

*Mer-  
chants'  
Chamber  
of Com-  
merce.*

284. The Merchants' Chamber of the United Provinces submitted to us a long memorandum, in the course of which they lay stress upon apprenticeship and upon the necessity of technical knowledge even in the case of men starting small concerns. They say,

“ The path of industrial pursuits in this province has been strewn with failures—failures due, not at all to bad direction or organization, but entirely to lack of favourable atmosphere of stability and confidence, which a progressive industrial policy of the State, can alone engender and without which no industry can thrive under modern conditions ”

They also lay stress upon co-relation of research to the needs of the industries at the University centres.

*United  
Provinces  
Chamber  
of Com-  
merce.*

285. The United Provinces Chamber of Commerce, however, have made certain definite suggestions with regard to certain industries. In their opinion, the following industries, if developed, should give employment to a number of our educated men. Fruit canning, dairy farming, pharmaceutical chemistry, cutlery, pasteboards, toy-making, biscuit-making, condensed milk manufacture, cardboard box making, groundnut-crushing, mosquito net manufacture and paints and varnishes. They have given in their memorandum the value of imports of some of the articles produced in foreign countries by the industries mentioned by them. They have also pleaded for the encouragement of cottage industries and recommended the establishment of an unemployment board.

*Mr W. J.  
Packwood.*

286. Mr. W. J. Packwood, Director, The Cawnpore Chemical Works, Cawnpore, whose evidence in material respects does not seem to us to be on the same lines as that of Mr. Ryan, has supported the development of the following industries :

(1) Oil extraction, (2) Soap manufacture, (3) Hydrogenation of oils, (4) Soda carbonate, (5) Caustic soda, (6) Chlorine, (7) Soda silicate, (8) Chlorate of potash.

In his opinion, the general depression has not affected the urban population to the same degree as it has the agricultural population. He thinks that no substantial reduction in unemployment among the educated classes

could be looked forward to, until such time as there is more buying power among the agricultural masses. He has strongly urged that there should be the development of co-operative marketing which would greatly help in standardizing and marketing the products of agriculture. He has also urged that adequate protection against dumping by other countries is most necessary for the development of any industry in India. In addition to this, he thinks that cheap railway freights on raw materials and on finished products for transport to the sales market are most essential.

287. We are indebted to Mr Trevor, C.I.E., I.E.S., *Forestry.* for informing us that work at the Forest Research Institute and College, Dehra Dun, is mainly confined to research and the Institute does not give regular courses of training to students for any class of work, except for employment in executive forest work in the provinces. Occasionally apprentices are taken for training in paper making, seasoning, wood preservation, wood technology, etc., but such training is only confined to apprentices who are already in the industry or have a definite promise of employment with a firm of standing. There is no demand for training in the plywood industry. Mr. Trevor is of the opinion that until various industries develop appreciably and there is demand for men trained in such work it would be waste of effort to give a systematic training to young men who would have no prospects in these lines. Even then this Institute would not be in a position to do much on a big scale, as the staff is limited and mainly occupied with research work. It would, however, be possible to start small classes for any working industry for which there is a sufficient demand for employment provided the Government undertook to supply extra staff necessary for training.

It is impossible for us upon the information before us to say anything definite as to the chances of employment of those who are taken into this Institute occasionally as apprentices.

288. We have read the report of the proceedings of the 5th session of the Industries Conference, which was held in Simla, in 1933 as we have said before and our attention has also been drawn to the recent report of the Industries Re-organization Committee, over which the Hon'ble Mr. (now Sir) J. P. Srivastava presided. The latter report points out that the five

*Industries  
Re-organiza-  
tion  
Committee.*

most important major industries of the province are, (1) textiles, (2) sugar, (3) oil, (4) glass and (5) leather and leather-working. The number of cotton ginning and pressing factories has risen from 118 in 1920-21 to 124 at the present time and of cotton mills from 18 to 24. The province possesses, according to the Industries Re-organization Committee, the oldest and largest woollen mill in India ; no other large woollen mill has, however, followed in its wake.

*Oil.*

289. In regard to oil, we are told that the output of oil-seeds in this province comprises 154,000 tons of linseed, which is 40 per cent. of the total amount produced in India, while the corresponding figures in the case of sesamum are 112,000 and 21 per cent., and in that of rape and mustard seed 454,000 and 45 per cent. The important centres are Cawnpore, Aligarh, Agra, Bahraich and Chandausi. United Provinces Mills hold a large number of Government and Railway contracts for oils and soaps. The oil section of the Technological Institute, Cawnpore, has been assisting persons and firms engaged or about to be engaged in the oil industry, not only in the United Provinces but also in other parts of India.

*Glass  
Industry*

As regards glass, the report says :

“For centuries Firozabad and Nagina have been noted for different branches of the industry. The factories at Bahjoi, Naini and Balawali are among the important glass factories in India, and the sheet and plate section of the Bahjoi Glass Works is said to be the only factory of its kind in the whole of Asia, outside Japan.”

*Dr V S  
Dube.*

290. At Benares, we had the benefit of examining Dr V. S. Dube, M.Sc., PH.D. (London), D.I.C., a Research Scholar at the Benares Hindu University in Economic Geology, on his memorandum “on the possibility of employment of educated young men in glass industry.”

According to him “the United Provinces are the biggest centre of glass industry in India and produce about 75 per cent. of the total output.

Besides the big factories at Bahjoi and Naini, there are about a dozen smaller ones. At Firozabad, this industry is carried on like a cottage industry.

At present the number of educated persons employed in the industry is very small.”

“For lack of sufficient men who are technically trained, the United Provinces factories are unable to make use of modern methods—and due to this inefficiency, India finds it difficult to compete with other countries.”

“ Properly organized, this industry can absorb about 25 technically trained persons who can be fit to be managers and chemists, about 150 persons of the foreman type, and at least about 1,000 persons of the skilled labour type, e g blowers, head firemen, bangle cutters and decorators ”

“ India is very rich in raw materials for this industry, and if technical and scientific aid is given, it is quite possible to compete with other countries ”

“ An institute of Glass Technology is badly needed ”

“ Caustic Soda has the best possible chance of being produced in India with cheap electricity and indigenous raw materials ”

291. Sardar Dogar Singh, Head of the Ceramic Department, Benares Hindu University, in his note on ceramic industry including glass pointed out that with the following facilities Government can do a great deal for the development of this basic industry :

*Sardar  
Dogar  
Singh.*

- (1) Cheap transport facilities,
- (2) Financial help,
- (3) Technical education, and
- (4) Protection.

In his examination Sardar Dogar Singh pointed out that transport charges of finished goods from Ferozabad to Bombay were higher than for imported goods from Bombay to Ferozabad

292. Dr H. R. Soni, M.A , D.SC , Professor of Economics, Benares Hindu University, in his oral examination regarding transport facilities for glass industry, pointed out that without transport facilities, it would not be possible for these industries to develop. Calcutta is a port town. Goods sent from Calcutta inland are always given a considerable amount of concession. On the other hand, goods sent from industrial centres are not treated on the same basis. On being told by Sahebji Maharaj that the rate from Hamburg to Bombay was less than from Agra to Bombay, Dr. Soni, said—

*Dr. H. R.  
Soni.*

“ The remedy would be to declare some of these large industrial centres as port towns and offer them the same facilities that are offered to port towns ”

293. At Cawnpore, we examined Mr. I. D. Varshanie, Managing Agent of the Bahjoi Glass factory, who stated as follows :

*Mr. I. D.  
Varshanie.*

“ Since the window glass factory started at Bahjoi, rates have fallen from Rs 8-8 to Rs 5 per case of 100 square feet I am taking one specific case of the North-Western Railway The

North-Western Railway used to charge 4th class railway freight on imported goods. When the Bahjor Glass Works approached them they reduced it to 2nd class, but soon after, the importers approached them and said that that was a great advantage given to Indian goods. The North-Western Railway immediately increased the rate from the 2nd class to the 4th class. That meant that all the advantages given were taken away, with the result that, with the reduced rate, we were able to compete with the imported goods up to Multan, now we cannot go beyond Lahore. We made protests to the highest authorities. We applied for protection in 1929. Although the Tariff Board report was submitted in March, 1932, it has not been published so far, nor any action taken."

294. Our attention has since been drawn to the decision of the Government on the recommendations of the Tariff Board regarding protection to Glass industry, and also to the criticism which has appeared on that decision in the press, and the recent statements made in the Central Legislature. It has been urged that the Government have not only given any substantial protection to the Glass industry, but have by this decision made it difficult to develop the embryonic Heavy Chemical industry in India. The Merchants' Chamber of the United Provinces have also expressed their dissatisfaction with the decision of Government, and have suggested that the measure of tariff assistance afforded to the chimneys and globes should now be extended to other blown-glass wares, such as phials and bottles. It has been suggested by Dr. V. S. Dubey that Government should give subsidy to the soda ash industry, which it proposed to give, in the form of a rebate on the soda ash to the glass manufacturers, provided the soda manufacturer agrees to sell his production of soda ash to the glass manufacturers at the rate of duty free soda ash. It is obviously impossible for us to pronounce any judgment upon the technical aspects of these criticisms. We consider it our duty, however, to draw attention to them as we are anxious that this industry, which has been pronounced by the Industries Reorganization Committee to be one of the major industries deserving of encouragement should receive full support. We believe that it is, in an industry of this kind, which requires scientific knowledge, that we can look forward to the employment of our scientifically trained young men.

*Leather.*

295. As regards leather, the report referred to above says that the province has one of the largest leather-

making and leather-working factories in India. The only important leather-making and leather-working Army Factory managed by the Ordnance Department is also situated at Cawnpore. About ten other tanneries working on factory lines are to be found at Cawnpore and Agra. The Committee recommend that the three major industries, which should be selected for intensive work, are sugar, oil and glass. Two members of the Committee, namely Messrs. Shah and Duke, however, consider that the various leather industries—whether run on factory lines or otherwise—should be among those selected for intensive development and should take precedence over glass.

296. As regards minor industries, the Committee point out that the line of demarcation between “minor” and “cottage” industries cannot always be drawn with reference to particular industries. Ordinarily, both types are to be found side by side. They deal in their report with various other industries such as soaps, hardware and electroplating, gold and silver thread manufacture, fountain pens, wood-work. As regards the last, they say: “The Indian furniture industry is now threatened with an invasion by cheap mass-produced common articles of furniture imported from the Baltic States” In the report, they deal further with gold and silver brocade and embroidery, artistic pottery, etc.

*Minor industries.*

The conclusion which they draw in paragraph 57 of their report is that

“The industrial development of the province can be fostered in various ways, but the resources of the Department are limited, and it cannot arrange to give adequate assistance in all possible forms to all industries. It should, therefore, select three industries, viz, sugar, oil and glass, appoint an expert for each and try to develop them intensively in every way possible. Other industries should also be helped as far as practicable, but special attention should be paid to the marketing of the products of cottage industrialists, giving them expert advice and carrying on experimental and research work. It is essential for this purpose to have a survey of the commercial possibilities of different cottage industries and to supply commercial intelligence to those in business.”

297. Many of the conclusions embodied in the report are such that we are prepared to accept them. We have been much gratified that stress has been laid on the development of major, minor, and cottage industries, the

purveyance of services, the development of marketing facilities and foreign trade, and the use of electric power. We are distinctly of the opinion that Government must be prepared to help the development of industries in the various ways in which it is open to Government to render such assistance. We fear that it will be outside our purview to prepare any schemes for financial aid to industries in general or to select any special industry for such aid, but we are anxious to emphasize that, in our opinion, there are some small industries which can be started by educated young men, provided they receive assistance, expert advice, and general encouragement from Government. In this respect, we would draw their attention to what has been done in Bengal. We have already referred, in a previous portion of the report, to the Bengal scheme. It may be that local conditions will require local variations, but the principle adopted in Bengal seems to us to be sound and likely to relieve unemployment in the case of many people who are unable either to join Government service or make a living in certain professions.

298. We wish to endorse and reinforce the argument of the Committee in regard to the necessity for an industrial survey in respect of major and minor industries. Further, we are of the opinion that the mere encouragement or development of industries—major or minor—should not be the aim of the Government, but they should also try to organize the commercial side of our life on modern lines. There is a good deal in this connexion which we think may well be done by close co-operation between the Industries Department and the Co-operative Department. So far as we have been able to ascertain we find that in England and other countries there is large employment found for educated men including the university graduates in commercial houses and big stores. We see no reason why similar attempts should not be made by some one responsible for the work to put young men in touch with commercial houses, and also to encourage the development of co-operative stores, which may very well attract a number of our educated young men, provided, of course, provision is made for some training in salesmanship, etc.

*Industrial  
Finance  
Committee.*

299. We are also indebted to the Government for having furnished us with a copy of the report of the Industrial Finance Committee presided over by Sir Sorabji N. Pochkhanawala. The central feature of the report is

that they have recommended the establishment of a joint stock bank called "The United Provinces Industrial Credit Bank, Limited," for purposes laid down in paragraph 63 of the report which are as follows :

(1) to give long and short-term credit facilities to major and minor industries, with a view to encourage and assist those engaged in industry ;

(2) to lend money against sufficient security in the shape of fixed and floating assets ;

(3) to give credit facilities to those engaged in major and minor industries, or for the establishment of new industries, under the guarantee of Government in the absence of adequate security, where Government is of opinion that such assistance is necessary in the interest of the industrial development of the provinces ;

(4) to underwrite, subscribe to and invest in shares of joint stock companies registered in the United Provinces and connected with industries having prospects of attaining commercial proportions ;

(5) to lend money on immovable property, bills of lading, documents of title, promissory notes of two or more parties, debentures, Government promissory notes, etc ;

(6) to encourage the purchase of machinery, materials, etc., on the hire-purchase system and to supply funds and give guarantees for that purpose.

The whole question of financing cottage industries and marketing products has been dealt with by this Committee and we are relieved from the necessity of covering the same ground, as a Committee interested in the solution of the unemployment problem affecting the educated classes.

300. While, hitherto, we have laid stress on the part which Government can, and in our opinion, should play in the development of our indigenous industries, we consider it also our duty to refer to certain other aspects of industrialization which are apt to be overlooked. Speaking generally of the population of these provinces at large, the fact is that unlike Bombay, Ahmedabad and Calcutta, these provinces have not been rich in industrial or commercial traditions, and such traditions have to be created in future. That they can be created and that Indian enterprise can achieve solid results



may be looked forward to with confidence. It is true that the industrial development of Cawnpore was in its origin European, but it is equally true that, in recent years Indians at Cawnpore have acquired a distinct position in the industrial life of the province, and there is reason to hope that, if modern methods continue to find favour with them and there is a spirit of co-operation among themselves and between the European and the Indian industrialists, the existence of which we were glad to note at Cawnpore, the Indian community there can look forward to a brighter future.

*Dayal-  
bagh*

301. Equally encouraging was our experience at Agra, where we visited Dayalbagh, the head of which institution happens to be one of our colleagues. For that reason, we write with great reserve about that institution. But those of us who are not connected with that institution may record their impression here. We entirely agree with the observations in the memorandum of Dayalbagh which has been submitted to us "that it is necessary to make our boys mechanically-minded, and that unless and until sufficient opportunities have been created for the young to acquire a thorough practical training in advanced mechanical and electrical engineering we shall remain but a poor backward people." Indeed, we feel that such education as is given in our schools is far too literary in its character. It hardly develops the faculty of observation or the use of hands or a keenness for doing things. At Dayalgarh, there are no less than 50 industries in which a sum of Rs.9,86,000 (exclusive of the cost of the building) has been invested. These industries include a general factory which provides practical training in the manufacture of metal buttons, rings, electro-plating, carpentry, science instruments, stationery such as fountain pens, electric goods, leather goods, toys, fruit and vegetable gardening and dairying, etc. The whole of the Institute covers an area of about 3,300 acres and accommodates a permanent population of about 3,000 souls. All together, we understand, the Sabha has spent something like 49 lakhs of rupees on the venture. From the point of the Committee, what is more important is that these industries provide employment to 1,724 men, and a sum of about Rs.36,000 is disbursed every month by way of salaries. When we were there, we ourselves saw students at work and what impressed us most was that Muslims, Sikhs and Hindu boys of all classes from Brahmin to the

Chamar were working in close association with one another in several sections. In the Leather Working School alone, we found there were 18 Hindus of whom 2 were Brahmins, 2 were Kayasthas, 7 Khatris, 1 Sikh and 6 Chamars and 5 were Muslims of whom 4 were Syeds and 1 was a Pathan from Peshawar. More or less, the same is the position in other departments. It is true, as stated in the memorandum itself, that Dayalbagh is an attempt on the part of the members of an Indian religious fraternity at organizing a self-contained colony for the benefit of middle class people, believing in the principle of self-help and subscribing to the teachings of the Radhasoami religion. Making full allowance for the fact that the impulse for work there has originated in a sense of loyalty and personal attachment to the head of the religious fraternity, we cannot overlook the fact that the entire institution shows what a spirit of co-operation and an adaptation to modern methods can do to achieve in the field of industry and to find employment for young men. As a Committee, we have nothing to do with the religious side of the institution, but we would strongly commend as an example the experiment which is being tried there to the notice of the Indian community at large, which is so vitally interested in the development of industries and the solution of the problem of unemployment.

302. Our conclusions and recommendations may be summed up as follows :

(1) To supplement the result of the industrial survey made in the years 1921-22 and in view of the altered situation, a detailed industrial and economic survey of these provinces should be made with a view to find out what industries big, or small, can be developed.

(2) Industrial research workshops should be established, and if possible they should be located at different university centres where there are good science laboratories or at important industrial centres

(3) We think the grid system under the control of Sir William Stampe which has already found employment for a number of educated men should be further developed, and cheap electricity should be supplied for the development of big industries

and also for such cottage industries as can be run more effectively and cheaply by the use of power.

(4) So far as small industries are concerned, we think that a special officer should be deputed to Bengal to study the working of the scheme to which we have referred in our report, and subject to adaptations to local needs and conditions, a scheme for helping educated young men in starting small industries should be prepared and a beginning should be made in this respect in certain centres in these provinces. Not only should the young men adopting such careers be subsidized under rules framed by the Local Government, but they should also be helped by expert advice.

(5) For the proper organization and development of small industries, we suggest that the Government should take steps to collect authoritative information in regard to the running of small industries in Japan and in European countries.

(6) We are prepared to support the recommendations of the Industries Re-organization Committee in regard to sugar and oil, and we think the claims of textile and leather industries may also be pressed but we would press that if Government are called upon by private capitalists to give them any assistance in this matter, it must be on the distinct understanding that they will employ a certain number of qualified educated men for technical work in their concerns, irrespective of any considerations of caste or creed.

(7) In our opinion, the glass industry is an industry in which these provinces are most vitally interested and therefore the decision of the Government of India, refusing to accept the recommendations of the Tariff Board for the protection of glass industry should be revised. In this case too, if the glass industry receives any assistance from the Government, we think Government will be justified in demanding from those interested in it that they shall employ a certain number of qualified educated young men belonging to these provinces in their concerns. So far as the recommendations of the Industries Re-organization Committee include the development of glass industry, we must be taken to support them.

(8) We also agree with the Industries Re-organization Committee that special attention should be paid to the marketing of the products of cottage industrialists, giving them expert advice and carrying on experimental research work.

(9) Steps should be taken—

(a) to bring qualified educated men into touch with commercial houses for employment ; and

(b) to foster and encourage the organization of co-operative stores wherever possible, employing educated men, who have received proper training in salesmanship, etc

(10) We generally support the recommendation of the Industries Finance Committee that the minor industries, and many of the cottage industries in the United Provinces, require some better form of organization than that provided by the Arts and Crafts Emporium, to link the purchaser with the manufacturer, to improve the quality of work produced by artisans, to help them financially and to obtain for them more remunerative prices, and that for all these purposes an institution working on joint stock lines bearing the title of the United Provinces Financing and Marketing Company, Limited, should be established at an early date. We think that such a company by itself should secure employment to a certain number of educated men and that if the work of marketing is developed, we also believe that it could absorb a number of educated men, who with proper training for that purpose could be employed.

(11) It is essential to the development of industries that the present system of the adjustment of Railway goods freight rates should be considered by a competent committee appointed to examine into the incidence of railway freight charges on the industries of the country, with a view to the encouragement and development of industries and the internal trade of the country, and if found advisable to appoint a permanent railway freight tribunal to fix railway freight throughout India in the interest of all concerned.

(12) In our opinion, it is necessary—

(a) that the Industries Department should possess a larger number of experts, for technical advice on such industries, major or cottage, as may be developed ; and that the Head of the Department should be a practically trained industrialist ; and

(b) that further, the Department should have a separate and well-organized Intelligence and Publicity Branch which should furnish necessary information to industrialists and persons interested in industrial careers, by publishing leaflets or pamphlets on various industries and giving the necessary information in regard to each one of them.

## PART III

## CHAPTER VII

## PRIMARY EDUCATION IN THE UNITED PROVINCES

303. At the outset, we desire to observe that *Present position.* although university education is governed by legislation, in every part of India, it is only in recent years that legislation has been passed in some provinces dealing with primary education, but such legislation has been of a very elementary character. In the United Provinces, an Act for the extension of primary education in rural areas under district boards was passed in the year 1926, which was supplementary to the United Provinces District Boards Act, 1922. Under section 3 of the Act of 1926, on the application of a board (that is to say "district board") the Local Government may declare by notification that the primary education of male children shall be compulsory in the whole of the board's area, or in any part thereof, e.g. in any tahsil area, thana area, school area, or village area. But the Government cannot under section 4 issue a notification, unless the board has, by a special resolution which has been passed by a vote of not less than half of the total number of members constituting the board, resolved that (a) such primary education should be compulsory, and (b) the Local Government is satisfied that the board is in a position to make, and will make, adequate provision in recognized primary schools for such compulsory primary education, free of charge.

304. An earlier Act of 1919, known as the United Provinces Primary Education Act deals with primary education in municipalities in the United Provinces. It will be noticed that under section 3, a board has to apply to the local Government, and then the latter may declare by notification, that the primary education of male children shall be compulsory in the whole or any part of the municipality. Similarly, the Government may issue, on the application of the board, a notification declaring that the primary education of female children shall be compulsory in the whole or any part of the municipality.

305. We gather, from the memorandum of the Director of Public Instruction, that 36 municipal boards out of the 85 have introduced compulsory primary education for boys in the whole or in part of their jurisdiction, and 25 of the district boards (the total number is 48) have compulsory primary education for boys in selected areas. Mr. R. S. Weir, Assistant Director of Public Instruction, United Provinces, thus sums up the position as regards compulsory primary education for boys in his report on Primary Education for Boys and Girls in the United Provinces, 1934.

“ The United Provinces Primary Education Act was passed in 1919, but it was 1922 before a municipality availed itself of the powers conferred. Eleven more followed in 1923, five in 1924, six in 1925 and when in 1926 the United Provinces District Boards Primary Education Act was passed, there were 25 municipalities trying compulsion. Half of these had applied the principle to the whole area under their jurisdiction. The others, the larger boards, applied it to a part only of their area. By 1931-32, 37 municipalities had introduced the scheme, and now out of 85 municipalities 36 have compulsion in whole or in part—the scheme in Farrukhabad having been cancelled—while 50, largely small places, have not. In 1926, the United Provinces District Boards Primary Education Act was passed, extending the principle of compulsion to district board areas. Nineteen district boards started schemes in 1928-29, 6 in 1929-30, and 2 in 1930-31. Three boards, however, have been unable to contribute their share of the expenditure and the scheme has been cancelled in these areas. Sanction has just been accorded to the scheme in Benares district, making 25 boards with the scheme in operation. The schemes in municipalities involve an expenditure by Government amounting to Rs 3,43,653 per annum recurring, and Rs 5,83,850 non-recurring. The schemes in districts have committed Government to an expenditure of Rs 3,55,970 recurring and to approximately Rs 8 lakhs non-recurring for buildings and equipment. A sum of Rs 5 lakhs recurring for grants to district boards, for introducing schemes of compulsory primary education for boys, was originally voted in 1928-29 and was available for the purpose up till 1932-33. No funds are now available for the expansion of compulsory primary education and Benares district board financed their scheme by retrenching teachers in overstaffed schools ”

In paragraph 19 of his report Mr. Weir says :

“ Existing schemes should be drastically overhauled. Re-organization of schools in the areas coupled with a building scheme are imperatively required. Without this, compulsion will not yield results comparable with the expenditure ”

306. The following statement, taken from the General Report on Public Instruction in the United Provinces of

Agra and Oudh for the year ending 31st March, 1934, shows the number of primary schools of all kinds and their enrolment in the years 1932-33 and 1933-34:

— —	Number of schools			Enrolment		
	1932-33	1933-34	Variation	1932-33	1933-34	Variation
Government	15	15		1,158	1,134	—24
District board	14,118	14,057	—61	882,256	901,647	+19,391
Municipal board	812	812		99,334	100,248	+914
Aided	4,089	4,240	+151	150,644	159,504	+8,860
Unaided	104	90	—14	5,046	4,732	—314
	19,138	19,214	+76	1,138,438	1,167,265	+28,827

A study of the report, we have just now referred to, shows how ill-equipped many of the primary schools are.

307 We cannot help reproducing what Mr. Harrop, the Director of Public Instruction, says on the whole question of the development of Primary education in the United Provinces.

*Mr H R.  
Harrop.*

“The whole development of education in these provinces,” says Mr. Harrop “is hampered by lack of adequate funds. I estimate that there are, in round figures, some 18 lakhs of boys and some 30 lakhs of girls, between the ages of 6 and 11, for whom no education provision of any sort exists. I also think that the existence of this uneducated mass constitutes a great, if not the greatest, obstacle in the way of an increase of wealth per head of the population and this need for primary education is the biggest need of all. Funds for any large development in this direction cannot be found at present.”

308. While we appreciate the financial difficulty of the Government, we cannot but express our sense of regret at the poor results achieved so far under the two Acts of the legislature to which we have referred above.

*Finance.*



We are bound to point out that according to Mr. Harrop, the Education Department has again and again asked for more funds and the Finance Department has always been prepared to put before the Legislature their demand, but as Mr. Harrop points out

“The demand has been put up again and again by the Education Department in the schedule of new demands before the Finance Committee and has been constantly taken out, because other matters were considered to be more urgent”

We should have thought that, having regard to the poorly developed economic life of these provinces, the urgency of any measure, calculated to add to the efficiency of the youth in rural areas, would be allowed to prevail over certain other demands.

309. We may add that our attention has been drawn to certain provisions in regard to age which are to be found in the Compulsory Primary Education Manual of the United Provinces Paragraph 1 of Chapter III, Part I of this Manual provides as follows .

“A municipal board desiring to avail itself of the provisions of the United Provinces Primary Education Act, 1919, shall first take a census in form C (appendix I) of children between the ages of 5 and 11 years in the area concerned, in order to ascertain the number of children to whom a notification under section 3 of the Act will be applicable on the date from which such notification will take effect, or who will be liable on attaining the age of 6 to be compelled to attend the school in the year succeeding the issue of the notification”

With regard to the district boards, the provision is to be found in paragraph 4(a) of Chapter III, Part II of the same Manual and runs as follows .

“Provisions should be made for all the boys between the ages of 6 and 11 less such number as is likely to be exempted Where exemptions in excess of 20 per cent are anticipated, an explanation of the reason for the exemption should be given Of the number of boys shown in column 3 of form A, such as are between the ages of 6 and 11 years, should be shown in column 6 against the respective classes of institutions given in column 4 It should be stated in the explanatory memorandum whether, when compulsion is introduced, aided schools will continue as such”

## CHAPTER VIII

## SECONDARY EDUCATION IN THE UNITED PROVINCES

310. As regards secondary education, we may point out that the only legislation to which our attention has been drawn is the United Provinces Act, II of 1921, generally known as the Intermediate Education Act, 1921. The object of this Act was to establish a board to take the place of the Allahabad University in regulating and supervising the system of high school and intermediate-education in the United Provinces, and to prescribe courses for the English middle classes, subject to the control of the Local Government. The powers of the board are specified in section 7 of the Act.

311. With regard to secondary education, we desire to describe the existing position, and we shall do so in the words of Mr H. R. Harrop, M.A., I.E.S., Director of Public Instruction, United Provinces, to whom we are indebted for a very clear note

“There are four classes of secondary schools,” writes Mr. Harrop, “for Indian boys for which the Education Department is partly or wholly responsible. They are the vernacular middle schools, the English middle schools, the English high schools and the intermediate colleges”

“The vernacular middle schools of which there are 748 are, for the most, maintained by district boards and municipal boards. The district boards maintain 647 of them, municipal boards 31, and Government 8. The remaining 62 are recognized, and 48 of them are aided. They take boys who have passed the upper primary examination which is taken at the end of class IV of the primary schools, the primary school course being normally a 5-year course covering the classes Infants, I, II, III and IV. The vernacular middle course is a 3-year course covering classes V, VI and VII. The schools are staffed by teachers who hold the vernacular teachers’ certificate, which is given after 2 years’ training in a Government normal school. The pay of the teachers in the vernacular middle schools ranges from Rs 25 to Rs 35 per mensem for the assistant masters, and from Rs 40 to Rs 60 per mensem for the head masters. The curriculum covers the usual subjects of language, Mathematics, History and Geography. Optional subjects are English, Drawing, Manual Training, Agriculture, and Rural Knowledge. English is taught as an optional subject in 228 vernacular

*Vernacular  
Middle  
Schools*

middle schools, Manual Training in 31, and Agriculture or Rural Knowledge in 153. Physical training and games are compulsory. Boy scouting has been introduced. The St John's Ambulance Mackenzie Course is taught in many schools, and there are Junior Red Cross branches in number. The practice of handicrafts is spreading though it is not a subject of the curriculum. The end of the vernacular middle school course is the vernacular final examination. The number appearing in this examination is now about 35,000 of whom 60 per cent ordinarily pass. The cost of a boy in a vernacular middle school is in the neighbourhood of Rs 21 per annum. The fees average 6 annas per mensem.

*English  
Middle  
Schools*

"English middle schools number 101, 96 are maintained by bodies other than public bodies, 4 are maintained by municipal boards and one by Government, 57 of them are aided. These schools teach for no examination and are mainly preparatory to the high schools. Enrolment in them is 12,000. They teach classes III to VIII, i.e. they have a 6-year course. Their curriculum is prescribed by the Board of High School and Intermediate Education."

*High  
Schools*

"High schools number 203, of which Government maintain 48, municipal boards 4, 148 are recognized aided schools maintained by registered bodies and 3 maintained by registered bodies are recognized but are unaided. The enrolment in them is 84,000. They teach an 8-year course from classes III to X. They prepare students for the High School Examination which is conducted by the Board of High School and Intermediate Education. Their curriculum and syllabus are prescribed by that board. Drawing, Manual Training, Agriculture, Science, Commerce, and Music are optional subjects. Some 14,000 boys appear for the High School Examination of whom over 8,000 pass."

*Interme-  
diate  
Colleges*

"Intermediate colleges, as a rule, consist of all the classes from III to XII. They prepare for the Intermediate Examination of the Board of High School and Intermediate Education, which prescribes the syllabus for classes XI and XII. English is compulsory and 3 of a list of 15 subjects, namely Mathematics, Chemistry, Physics, Biology, Drawing, Economics, Civics, History and Allied Geography, History of Greece and Rome and Allied Geography, Geography, a modern language or a modern European language, a classical language, Physiology, Hygiene and Child Study for girls, and Physiology, Hygiene and Elementary Psychology for boys. There is an Intermediate Examination in Commerce and an Intermediate Examination in Agriculture. The number of intermediate colleges is 34, of which Government maintain 8, 24 are aided and 2 are unaided. The enrolment is about 6,000. Five thousand boys appear for the Intermediate Examination of whom some 3,000 pass."

*Staff.*

"The staff of the English middle, high schools, and intermediate colleges mostly consists of teachers who have received

a training as such There are 3 colleges training graduates, namely, the Allahabad Government Training College, the Benares Hindu University Training College and the Aligarh Muslim University Training College There are 3 institutions teaching students who have passed at least the High School Examination, namely, the Government Training College, Lucknow the Government Training College, Agra, and the Lucknow Christian College ”

“ Provincial revenues bear approximately half of the expenditure on intermediate colleges and high schools and about one-thud of the expenditure on English middle schools. According to the latest figures, provincial revenues bear over 10 lakhs of the expenditure on vernacular middle schools which is under 18½ lakhs ’

*Expendi-  
ture.*

## CHAPTER IX

## TECHNICAL, INDUSTRIAL AND VOCATIONAL EDUCATION

*Industries  
Re-organ-  
ization  
Committee*

312. The question of technical, industrial and vocational education has recently formed the subject of investigation by the Local Government through two committees. In the report of the Industries Re-organization Committee, the question is dealt with in Chapter VII. It is pointed out that since the Naini Tal Conference of 1907 considerable attention has been devoted to the development of technical and industrial education, that in 1910 there were only 4 Government institutions, that by 1931 the number had increased to 30 (7 first class and 14 second class institutions and 9 model weaving schools), while another 66 run by local bodies or private organizations were in receipt of Government grants. It is next pointed out that—

“Owing to the need for retrenchment, some schools have been closed and there are now 24 Government schools, in addition to the Harcourt Butler Technological Institute and 46 aided institutions. The present budget provision, for technical and industrial education is Rs 9,38,000 and forms about 82 per cent of the total grant of Rs 11 46 lakhs for the Industries Department” (See paragraph 151 of the Report.)

The report, referred to above, discusses in paragraph 152, the objects which the schools are designed to serve. They are .

“ (1) To train cottage workers and other artisans in improved methods, and help in the improvement of their technique,

(2) to enable middle class young men to set up in their own industrial business,

(3) to help middle class young men to secure employment in industries, and

(4) to supply industries with trained men to take charge of industrial work in various capacities ”

The larger institutions are also expected to carry on experiments and research and introduce new appliances and designs

*Council  
Debate.*

313. Our attention has also been drawn to the discussion on the report of this Committee which arose in the United Provinces Legislative Council on the 12th

April, 1934 The main line of criticism in Council was that the Committee had recommended the abolition of a number of industrial schools, e.g. there was a great deal of criticism offered with regard to the proposed restriction on the activities of the Allahabad Carpentry School and certain other schools. On the other hand, the view taken by the Government appears to have been that the present system of training has not helped materially in the development of industries in the province, that middle class youths trained at these schools seldom feel confident enough to set up in business of their own and that many fail to find employment as they do not meet the actual requirements of the industrial world. The view taken in the report is that educated men must be given sound educational training which would enable them to set up in business or to find employment and that training at second rate institutions cannot help them. It has, therefore, been suggested that there should be one fully equipped central school for each industry or phase of industry, but when there is already a similar institution in another province practical co-ordination should be secured, so as to avoid duplication and extra cost. Each such school should be in close touch with the industries concerned and turn out students who can readily be absorbed therein by giving them training of the type needed by and designed to qualify them for the industry. The Committee have further observed that the aided institutions have been even less successful than Government schools in achieving the true object of industrial education. They have, therefore, recommended three types of schools :

- (1) Instructional classes for artisans.
- (2) Elementary or feeder schools for artisan boys and middle class youth.
- (3) Central vocational schools for enabling young men to set up in business or to find employment supplemented by commercial extension courses and stipends to poor and deserving students in other parts of the province and foreign scholarship for training.

314. We have also had the benefit of reading the report of the Industrial Schools Committee, presided over by Mr. P. M. Kharegat, I.C.S., C.I.E. The object of this Committee was to consider and report on the recommendations of the Industries Re-organization Committee, as

*Industrial  
Schools  
Committee.*

regards the type of industrial institutions that should be maintained and individual institutions that should be closed. This Committee have recommended that

“ There must be adequate facilities for industrial training, in addition to fully staffed and well-equipped central schools and commercial extension courses arrangements should be made for giving an industrial bias to the training imparted at general educational schools, the commercial instincts of the boys should be developed by encouraging them to go in for the purchase and sale of small articles, arrangements should be made with firms, factories and master-craftsmen for taking students as apprentices, suitable fees being paid to them for the purpose, elementary industrial schools for boys and tutorial classes for artisans should be maintained in large numbers ” ‘ In short,’ say the committee “ we consider that the existing schools, particularly those in which the expenditure incurred is disproportionately large as compared with the quantity and quality of the output should be re-organized and remodelled, and other methods of training and forms of instruction substituted, so that full value may be received for the money spent ’

315 We have carefully considered the recommendations of the two Committees and we are free to confess that we are in greater sympathy with the recommendations of the Kharegat Committee, to which we have just referred than with the recommendations contained in the report of the Industries Re-organization Committee, in regard to industrial schools. We would like to re-inforce the suggestions of the Kharegat Committee that there must be adequate facilities for industrial training, and that an industrial bias to the training imparted at general educational schools should be given from the very start of education, and that arrangements should be made with firms, factories and master-craftsmen for taking students as apprentices. This, we understand, is always kept in view in England and other countries. In this connection, we may draw attention to a report of the

*Joint  
Committee  
on Vocational  
Guidance  
in Great  
Britain*

Joint Committee of the National Advisory Councils for Juvenile Employment (England and Wales, and Scotland) on the Organization and Development of the Vocational Guidance Service in Great Britain. We realize that conditions are very different in this country but there are certain suggestions of the Committee which we think, may well be adopted with adaptations suited to local needs. They have, for instance, recommended that regional co-operation in some form is necessary for the pooling, in the common interest, of all the

knowledge available regarding the various standards of attainment of pupils from the post-elementary schools, and of the opportunities of employment open to them :

“It is suggested” say the Committee, ‘ that there might be established, in some of the Ministry’s divisions, a divisional council to assist in the co-ordination of the work of advising and placing boys and girls from the post elementary schools ”

They suggest the appointment of these divisional councils by the Minister who should consult the local education authorities, teachers and representatives of commerce and industry. They recognize that there may be areas so much lacking in homogeneity that the rigid adoption of a divisional council may not be of great value at the outset. In such instance, where the time was not considered to be ripe or the circumstances of the area favourable for the institution of any formal council, it might be feasible to hold occasional conferences, representative of the vocational guidance authorities of the teachers, and perhaps of other interests concerned to discuss common problems. Further, they say that where there exists a large and well-defined industrial or commercial area within the territory of the division, it might be practicable and advantageous, in certain cases, to form regional committees, to look after the interests of the more limited territory concerned. The regional committee would act as a semi-autonomous body, with functions similar to those permitted to the divisional council as mentioned above.

316 We do not think that it is wholly impossible in these provinces to organize a vocational guidance authority with powers and functions of that authority carefully defined. Such authority should not only take an interest in vocational education but should also be under an obligation to establish contacts with educational institutions and actual industries of the locality or the neighbourhood and to help the products of such schools in securing employment in such industries. At the present moment, the general complaint among industrialists and commercial men is—and this was particularly the impression produced on us by the evidence we recorded at Cawnpore—that the products of the technical and industrial schools in these provinces have more theoretical than practical knowledge, and they do not come up to the standard of skill and efficiency required by

*Vocational  
Guidance  
Authority*



employers. We think that much of this complaint might be removed if industrialists could be made to take interest in such schools and offer advice and guidance for the improvement of education imparted therein, so as to enable the products of these schools to qualify themselves more effectively for practical careers after the completion of their school education. To a certain extent, we are bound to say that the complaint does not seem to us to be wholly justified, for it is obvious that whatever be the degree of education which is given in schools, practical knowledge of an industry or trade or business can only be acquired by actual experience. Further, we are of the opinion that, as suggested by the Kharegat Committee, arrangements should be made with firms, factories, and master-craftsmen for taking students as apprentices, suitable fees being paid to them for the purpose. The system of apprenticeship was not unknown in India until comparatively recent times. It should, we think, be revived and popularized at the present day.

*Career  
pamphlets*

317. While we are on this question we would like to deal with one further point. We are strongly of the opinion that Government should undertake to publish pamphlets regarding careers more or less on the model of the pamphlets issued by the Board of Education or the Ministry of Labour in England. Our inquiries show that these pamphlets have been found to be extremely useful by parents and boys in England. No such information or guidance is available easily to parents or boys in India. We submit a few of these pamphlets by way of sample.

318. Our conclusions and recommendations are as follows :

(1) Upon the evidence before us we are satisfied that there is a great and growing demand for the expansion of industrial and vocational education in these provinces.

(2) We generally agree with the Kharegat Committee :

(a) that there must be adequate facilities for industrial training ;

(b) that in addition to fully staffed and well-equipped central schools and commercial

extension courses, arrangements should be made for giving an industrial bias to the training imparted at general educational schools ;

(c) that arrangements should be made with firms, factories and master-craftsmen for taking students as apprentices, suitable fees being paid to them for the purpose ;

(d) that elementary industrial schools for boys and tutorial classes for artisans should be maintained.

(3) We are of the opinion that the right course to follow would be not to diminish the existing facilities for technical education but to reorganize and remodel them so as to make them more efficient.

(4) In our opinion, it will not be enough to establish new industrial or vocational schools or to re-model or re-organize the existing ones, without, at the same time, creating an agency for placing the products of these technical schools and for establishing them in new careers. Without this, we fear, that the multiplication of the industrially and vocationally trained young men, who cannot settle down in life, may accentuate the problem of unemployment and may create fresh difficulties both for Government and society.

(5) We are of the opinion that regional vocational guidance authorities consisting of teachers and representatives of other interests, such as commerce and industry, should be created by the Ministry of Industries in these provinces. The vocational guidance authorities should not only take an interest in vocational education, but should also be under an obligation to establish contacts with educational institutions and actual industries of the locality or the neighbourhood, and to help the products of such schools in securing employment in such industries.

(6) Further, we think that where there exists a large and well-defined industrial or commercial area within the territory of a district or a group of districts, regional committees to look after the educational interests of that area and to help qualified young men, should be created.

(7) We desire to emphasize the importance and necessity of developing apprenticeship in industries and crafts, and we think that this is not a new idea. It will only revive a very old tradition in Indian industries and crafts.

(8) Government should undertake through the Industries Department or any other department the publication of pamphlets regarding the careers more or less on the models of the pamphlets issued by the Board of Education or the Ministry of Labour in England.

## CHAPTER X

## ADVICE TO PARENTS AND BOYS AS TO CAREERS

319. We are also of the opinion that provision should be made for affording guidance to parents and their boys in the matter of selection of careers. In many schools in England, the system of appointing career masters has recently come into vogue and we would like to quote here from a memorandum which was kindly furnished to our Chairman in England by Dr. C. S. Myers, Principal of the National Institute of Industrial Psychology :

“ Since the foundation of the National Institute of Industrial Psychology in 1921,” says Dr. Myers “ one of its main objects has been to investigate the possibility of usefully applying psychological methods in the field of educational and vocational guidance. While the Institute is concerned largely with the giving of vocational guidance to boys and girls of school-leaving age, it is frequently invited to assist in the selection of young primary school children who are capable of profiting from a secondary school education. Further, during recent years, the Institute has examined hundreds of university students. Many of these have been men and women who have been in some doubt as to what courses of study they should pursue, and many have been graduates who have been uncertain as to how best their university training might be employed. The majority of these have come independently, but a considerable number have been examined on the recommendation of their university appointments board. Having regard to the measure of success it has achieved in dealing with problems of these kinds, the Institute considers that an attempt may well be made to formulate a scheme whereby its procedure may be adapted to Indian needs. It suggests that experienced members of its staff should be charged with the duty of preparing, in consultation with the Indian authorities concerned, a scheme for the training of both men and women in the Institute’s technique. This scheme could be carried into effect either in India or in England. The scheme would cover (1) training in the selection of children for secondary education, (2) training in the selection of adolescents for university education, (3) training in the vocational guidance of undergraduates and graduates. The persons selected to receive such training should be of a high degree of intelligence, they should be capable of establishing easily and quickly a friendly relationship with those they are called upon to advise, they should be patient, and they should have wide sympathies and be free from extreme views. They should also

*Dr. Myers,  
Principal,  
National  
Institute of  
Industrial  
Psychology*

be capable of instructing others, both by group and individual teaching methods, in their technique, but their interest should not be predominantly academic ”

We have also read the relevant portions of the memorandum submitted by the National Institute of Industrial Psychology to the Joint Committee of the National Advisory Councils for Juvenile Employment and also the views of the Committee. In the opinion of the latter the science is still in a process of development, and opinions differ as to the stage which has been reached and as to the importance of industrial psychology in relation to vocational guidance. In their opinion, vocational guidance must be exact and not merely indicative and it has been suggested that, until the special demands of each occupation have been analysed in detail and a system has been established for keeping them up to date, psychology, of itself, cannot conscientiously offer more than the broadest suggestions as to the suitability of any class of work for the individual.

320. So far as we have been able to ascertain it is not easy to secure the services of any experts on the subjects in India, or at any rate in these provinces. Our recommendation as to these tests, however, must not be deemed to apply only to cases of vocational guidance. We think, it is necessary to give such assistance even though at the present stage the science may be in a process of development. The experiment is being tried in England and elsewhere, and we think it should be given a fair trial in India also. Our opinion is that a great many students join schools for general education, and also for vocational education, without having any clear notion as to what they are going to do. Probably, it would be not right to expect young boys to have any definite or clear ideas on the subject. But what is more unfortunate is that their parents have hardly any better ideas about their capacity with the result that education which is given to boys is from the start aimless. If no qualified men are available in India, it may be necessary to secure the services of some men from this technical institute for a temporary period to study Indian conditions and to train a certain number of our teachers in this branch of psychology. We feel that any expenditure, incurred on this account, will not be wasted and may help the cause of education and ultimately the cause of employment.

321. Our conclusions and recommendations are as follows :

(1) We are of the opinion that some steps should be taken to afford advice to parents in regard to the intellectual capacity of their boys and their suitability for certain careers.

(2) The head masters assisted by other teachers in these provinces should be asked to carefully watch the intellectual capacity of the boys from the very start of their school education.

(3) If there are no psycho-technical experts available among the head masters or school masters who have made a study of modern psychological methods in the field of educational and vocational guidance, then we would advise the engagement of one or two experts for a temporary period from England who would give the necessary training to our school masters, or in the alternative, the deputation of two or three school masters from India to England or other foreign countries for the study of these methods, so that on their return, they may help in the development of those methods in these provinces.

(4) Arrangement should be made for the study of and research in Experimental and Educational Psychology in the various universities.

## CHAPTER XI

## UNIVERSITY EDUCATION IN THE UNITED PROVINCES

322. As regards the existing position in respect of university education, a few facts may be given below. There are five universities in these provinces, namely the Allahabad University, the Benares Hindu University, the Lucknow University, the Aligarh Muslim University and the Agra University. Each of these universities is governed by a separate Act of Legislature. Of these there are two, namely the Hindu University at Benares and the Muslim University at Aligarh, which have been established by the Acts of the Central Legislature and are in receipt of financial assistance from the Government of India. They are, in point of fact, All-India institutions. The Allahabad and Lucknow Universities are unitary institutions, but the Agra University is merely an examining university and caters for individual colleges at Cawnpore, Meerut, Agra and Bareilly and several others in Rajputana and Central India. From the General Report on Public Instruction in the United Provinces of Agra and Oudh for the year ending 31st March, 1934, we find that the total enrolment of all the five universities was as follows :

1932-33	..	7,501
1933-34 ..	..	7,867

323. The following statement showing the amount of grant to each university will be found useful :

Name of institution	1933-34		1932-33	
	Provincial funds	Central revenues	Provincial funds	Central revenues
Allahabad University	Rs 6,52,983 (recurring), 31,700 (non-recurring)	Rs ..	Rs. 6,02,374	Rs. ..
Lucknow University	11,48,505 (recurring), 4,000 (non-recurring).	..	10,53,305	

Name of institution	1933-34		1932-33	
	Provincial funds	Central revenues	Provincial funds	Central revenues
	Rs.	Rs.	Rs.	Rs.
Benares Hindu University	45,000	2,70,000 (recurring)	45,000	2,70,000 (recurring)
Aligarh Muslim University	63,620	2,70,000 (recurring) 15,000 (non-recurring)	52,600	2,70,000 (recurring) 6,00,000 (non-recurring)
Agra University	42,136	..	40,169	..
Affiliated colleges	3,90,181		3,57,203	

We may, however, point out that owing to financial stringency, substantial reductions have been made and are proposed to be made in the grants hitherto made to the universities.

324. At the Allahabad University, the total enrolment shows an increase of 194, being 1,883 against 1,689 the year before; at the Lucknow University, the total enrolment was 2,014, an increase of two; at the Benares Hindu University, the total enrolment was 3,492 being 187 more than the figure of the year before; at the Aligarh Muslim University, the total number of students was 1,110; and at the Agra University, the total enrolment was 3,319

*Enrolment*

325. We append, by way of example, a comparative statement furnished to us by the Allahabad University showing the percentage of passes in the various Examinations of the Allahabad University. (See Appendix IX.)

*Percentage of passes.*

326. We gather from a note of the Allahabad University that it has an Admission Committee consisting of the Vice-Chancellor and all the Heads of Departments. This committee meets at the close of the sessions and after considering the strength of the staff, the timetable and the accommodation available lays down the number of admissions to be made in the first year in each department. The Registrar receives the applications and provisionally admits students up to the limit laid down by the Admission Committee. The usual practice is that students

*Admission Committee.*



passing the Intermediate Examination in First and Second Division are given the first preference. On the science side, students passing in the third division are not admitted at all, but exception is made in the case of local students to the extent of the accommodation available in the laboratories. The Admission Board again meets when the University re-opens and formally approves of the action of the Registrar after the Heads of the Departments have satisfied themselves.

The following figures show the number of applicants for admission and the percentage of rejection :

Year		No of applicants for admission	No actually admitted	Percentage of rejection
1930	..	336	281	16 per cent
1931	.	435	369	15 per cent
1932	..	421	354	16 per cent
1933	..	445	379	15 per cent.
1934	..	498	394	21 per cent

We are unable to give any such information as regards admission in other universities, but so far as we have been able to ascertain, at the other universities also, there are a number of applicants who are rejected every year

*Proportion of students and graduates to population.*

327. It may be interesting, here, to note that the total population of the United Provinces is 48,408,763 and the total number of students at the universities in 1932 was 10,687, and the total number of students who graduated in Arts and Science in 1932-33 was 1,397. These figures do not include graduates in law or graduates in medicine, nor those students who pass out of special colleges such as the Thomason Engineering College, Roorkee. The proportion of the total number of students at universities to the population is as 1 to 4,535; while the proportion of the total number of graduates in Arts and Science is as 1 to 34,809. Judged in the light of these figures, we do not think it could reasonably be said that the number of graduates in Arts and Science, having regard to the total population, is excessive. But the

problem of unemployment should not be viewed in this light. The real question, to our mind, is as to the use that is going to be made of the educated products of these universities, or as to whether these men after the conclusion of their university education are able to earn a living.

328. On the question as to whether the fees charged *Fees.* at the universities should be raised or not, there is some divergence of opinion among the members of the Committee. It is felt by some that the time has come when the scale of fees should be revised and raised in respect, at any rate, of higher education of young men qualifying themselves for certain careers with a more adequate scholarships aid for the promising poor boys. On the other hand, there are some among us who feel that the material before us is not sufficient and adequate to enable us to form any definite conclusion and to make any recommendation in this behalf. The question of the scale of fee, however, is one which has an important bearing on the finances of university education and is related to the system of scholarships. But the Committee, as a whole, feel that the matter requires much more careful and elaborate consideration than it has been possible for them to give upon the material before them.

*(a) Primary Education*

331. As regards primary education, we have in an earlier chapter referred to certain features of it. The whole problem of primary education in these provinces has recently been examined by Mr. R S Weir in a report, to which we have referred before. We shall also refer in another part of the report to the conditions under which primary education is given in some other countries. We are anxious to emphasize, in the case of primary education also, that there must be some relation between the character of education that is given and the needs of rural life, for it is mainly in regard to rural areas that the problem of primary education will have to be approached in future. It is, therefore, to our mind, necessary that while it should be the aim of primary education to remove illiteracy, it should also be its principal aim to qualify boys to become more useful members of village communities. At present, we fear that primary education which is given is ineffective partly because it does not lay sufficient emphasis upon rural and agricultural needs and partly because the age-limit up to which a boy may be kept at school is, in our opinion, too low, and we also fear that in many cases it is true that after the boys have left their primary schools they relapse into illiteracy. It is, in our opinion, essential that the curricula of studies and courses of education at the primary stage should be made more practical and of greater living interest and the methods of instruction employed should strengthen the practical tendencies of the minds of scholars. Further, we are strongly of the opinion that the element of compulsion should be extended all over the province; for we feel that without such compulsion it is idle to expect that parents who themselves are illiterate or uneducated will be too willing to recognize the necessity of such education. We, therefore, recommend that the age-limit for the purposes of primary education should be, not 11 as it is now, but 12 or 13. This may mean the employment of more teachers and greater expenditure, but we fear the problem cannot be solved without assuming an increasing financial responsibility.

332. Our conclusions and recommendations as regards primary education are as follows.

(1) In our opinion, while it should be the aim of primary education to remove illiteracy, it should

also be its principal aim to qualify boys to become better agriculturists and more useful members of village communities. Primary education, as it is given at present, is ineffective partly because it does not lay sufficient emphasis upon rural and agricultural needs and partly because the age-limit is too low.

(2) We therefore, recommend that primary education should be brought more into line with rural needs and agricultural conditions to enable boys reading at primary schools to become more efficient members of the agricultural community.

(3) In our opinion, the age-limit for the purpose of primary education should be raised to 12 or 13, and every child should remain at school for at least six years. If this is done—and we realize that it means more financial outlay—primary education will not only become more efficient but also find employment for a number of teachers.

(4) We strongly recommend that the compulsory primary education be extended all over the province, as, in our opinion, without it economic prosperity cannot be built up. In this connection, for the spread of primary and adult education it is worth while considering how far the agency of broadcasting can be called in aid.

(b) *Secondary Education*

*Third  
Universi-  
ties' Con-  
ference*

333. We shall begin our observations with regard to secondary education by referring to a resolution of the Third Conference of the Indian Universities held at Delhi in March, 1934. The first resolution which was passed at that conference was as follows :

“ A practical solution of the problem of unemployment can only be found in the radical readjustment of the present system in schools in such a way that a large number of pupils shall be diverted, at the completion of their secondary education, either to occupations or to separate vocational institutions. This will enable universities to improve their standard of admission.”

*U P Gov-  
ernment  
resolution*

334. The United Provinces Government also issued a resolution on the subject on the 8th August, 1934. It refers to the report of the Hartog Committee, appointed by the Indian Statutory Commission, which exposed some of the weaknesses and defects of the system of education in India and suggested certain remedies. It stated that, in view of the increasing unemployment amongst the educated classes, it was no longer possible to regard our secondary schools and colleges merely as institutions for cultural development. It refers to a recommendation of the Punjab Enquiry Committee of 1932-33, which says that the problem of unemployment is essentially not a university but a pre-university problem. After referring to some of the recommendations of the Punjab Enquiry Committee, the resolution goes on to discuss certain educational reforms for the United Provinces. Its main recommendation is for the constitution in the United Provinces of a secondary course of which the object should be to provide a general education complete in itself and untrammelled by university requirements. The course may be shorter than the present high school course by one year and the medium of instruction must be vernacular throughout. The high school examination should therefore have two kinds of certificates—one certifying completion of the course of secondary education and qualifying for admission to industrial, commercial and agricultural schools, and the other qualifying for admission also to Arts and Science Intermediate colleges. The Intermediate course, if the High School course is curtailed by one year, is to be extended to three years and should be of four parallel types : (1) Industrial, (2) Commercial, (3) Agricultural and (4) Arts and Science and end with an

examination which may be called the Higher Certificate Examination. The resolution hopes that these diversified courses should, to some extent, meet the criticism expressed by the Hartog Committee to the effect that at present all sections of the community with their different occupations, traditions and outlook and with their different ambitions and aptitudes have little, if any, choice of the type of school to which they will send their children. In fact, the present type of high and middle English school has established itself so strongly that other forms of education are opposed or mistrusted and there is a marked tendency to regard the passage from the lowest primary class to the highest class of a high school as the normal procedure for every pupil. Only students who have passed the Higher Certificate Examination in Arts or Science should be eligible for admission to the Arts and Science courses at universities; but the Higher Certificate in Commerce and Agriculture may be treated as qualification for admission to university courses in Commerce and Agriculture, respectively, on such conditions as the universities may prescribe. The Higher Certificate in Commerce may be recognized as the qualification for admission to all clerical posts in the public services. Students who have specialized in a single aspect of some industry often find it as difficult to obtain employment as those who have received a purely literary education. The industrial courses should therefore not be of a specialized vocational character, but should aim at giving technical training of general character designed to develop skill of hand and eye, cultivate practical aptitudes and prepare boys for and predispose them towards industrial life. In order that schools may discover, at as early a stage as possible, boys who are fitted rather for an industrial course than for a literary course, manual training or handicraft in some form should be compulsory in the lower classes of secondary schools and optional in the two highest classes.

335 We have quoted above extensively from the resolution of the local Government, as we attach considerable importance to it, and we desire to say that excepting in regard to one or two matters we find ourselves in complete agreement with the view which has been put forward in this resolution. We are not at all sure that the Higher Certificate in Commerce should be recognized as a qualification for admission to all clerical posts in the

public services. We have stated our view in an earlier part of the report that Government should in regard to all appointments have separate standards for those anxious to join Government service. We see no reason to modify our opinion in that respect. We feel that there will be some room for difference of opinion on the question as to whether the length of the high school course should be reduced by one year or the length of the intermediate course should be increased by another year. We express no opinion on these technical questions. We content ourselves with saying that the principles underlying the resolution of the local Government seem to us to be sound, and if acted upon they should, in the course of a few years, though not immediately, afford at least a partial solution of the problem of unemployment, as, in our opinion, the arrangements suggested should provide careers for a fairly large number of our boys at the end of the completion of their secondary school education, leaving the rest who are better qualified by reason of their mental inclination and aptitude to pursue higher studies, in Arts and Science, at the universities. At the same time, it is necessary to sound a note of warning against the idea that an unlimited number of men who have received vocational training will be absorbed by industries and commerce.

336. Our conclusions and recommendations are as follows :

(1) We are generally in agreement with the underlying policy of the resolution of the local Government in regard to the secondary education, dated the 8th August, 1934, and we think that the High School examination should have two kinds of certificates—one certifying completion of the course of secondary education and qualifying for admission to industrial, commercial and agricultural schools, and the other qualifying for admission to Arts and Science Intermediate colleges.

(2) The Intermediate course, if the High School course is curtailed by one year, should be extended to three years and should be of four parallel types : (1) Industrial, (2) Commercial, (3) Agricultural and (4) Arts and Science.

(3) Generally, we are of opinion that our secondary schools should provide much more diversified courses of study, care being taken to give more practical than theoretical education to our boys.

(4) The industrial courses in secondary schools should aim at giving technical training of general character designed to develop skill of hand and eye and cultivate practical aptitudes so as to predispose them towards industrial life.

(5) Proper agencies should be created for advising boys as to their careers.



(c) *University Education*

Pandit  
Iqbal  
Narain  
Gurtu.

337. We next come to university education. We desire at this stage to refer to a memorandum which was furnished to us by the learned Vice-Chancellor of the Allahabad University (Pandit Iqbal Narain Gurtu).

“ In the British Universities,” so runs the memorandum “ crowding of the under-graduates, particularly on the Arts side, has become marked of late. In 1914, the number of students in German Universities amounted to 60,000. In 1930, the number had gone up to 100,000. It is computed that during the last 75 years, while the population in America has been trebled, University population has increased 14 times. The most remarkable feature in American education is the rapid rise and growth of big universities with large enrolments during the last 20 years. The same complaint of ever increasing numbers is to be found in the French Universities. The number of students in German universities in proportion to its total population is 1 to 690, in the Universities of Scotland 1 to 455, and in the United States of America 1 to 125. It is true that many who are classified as university students in America will not be regarded as such in Great Britain or Germany but the general character of the problem is more or less the same. The rapid increase in the number of university students in these countries, particularly after the war, is looked upon as one of the most disturbing factors, yet to the best of our knowledge, it has not been anywhere seriously advocated by public men or by responsible officials that Higher Education should be made more costly, in order that the number of students may be reduced. It is true that they have been seriously thinking of ways and means by which it may become possible to make a better selection of students who would derive the greatest amount of advantage from University education. But so far no very satisfactory and effective methods have been found for the selection of the talented and the weeding out of the unfit. In America, they are here and there trying psychological tests which may, perhaps, in some measure, be also employed here with advantage, not for restricting the admission of students in either schools or colleges but for discovering their real talents sufficiently early in order to divert them at suitable stages of educational ladder, into institutions of different types, where they could receive proper training suited to their aptitudes ”

338. We have considered it necessary to quote from the memorandum extensively, inasmuch as the learned Vice-Chancellor of the Allahabad University may fairly be taken to represent the views held in many academic circles. But we may at once say that it is not our object to make higher education more costly in order that the number of students may be reduced, nor are

we going to recommend, in view of our approach of the problem, the fixing of any arbitrary number for the purposes of admission into the universities.

339. We may, however, add here that we have made enquiries as to whether universities in other countries have within the last few years adopted any rule for restricting admissions and in this connection, we shall quote from a letter of Dr. W. M. Kotsching, dated the 28th August, 1935, addressed to our Chairman. We quote from it as below :

Dr. W. M.  
Kotsching

“(1) *Germany* —As I have dealt fully with the *numerus clausus* law in my report, I had little to add. The law applies to all the institutions of learning, i.e. the total number of enrolments in the country has been restricted. No separate *numerus clausus* has been introduced for the various faculties, except for certain well-defined courses preparing exclusively for state careers, i.e. in forestry, certain branches of teaching, etc. In view of the fact, however, that the new total enrolments have been reduced by nearly 50 per cent, all the faculties have been affected.

(2) *France* —In France, certain *grandes écoles* have for many years rejected a great many candidates as I have mentioned in my report on page 23. This is particularly true for the institutions of mining and engineering as well as the *Ecole normale supérieure* which prepare for the higher teaching careers. Entrance to these institutions is competitive. I may, however, suggest that this is not an example of a *numerus clausus*, as the expression is commonly understood. Such candidates, as are rejected by the *grandes écoles*, find no difficulty in being admitted to the regular courses at the universities and other institutions.

The proposal of Senator Professor Portmann, to introduce a genuine *numerus clausus* for the courses of medicine, which is also mentioned in my report has not yet become law.

(3) *Hungary* —A *numerus clausus* for all the institutions of higher learning and for all faculties has been introduced in Hungary, as early as 1920. Every year, only a certain number of students are admitted to the universities, according to the prospective needs in the professions. Apart from scholarly qualifications, to be determined on the basis of the leaving examinations at the end of the secondary schools, the question of race and religion has been introduced as a further criterion. The law has undergone certain changes in recent years, but, at one time, Jewish students were only to be admitted in proportion to the strength of the Jewish population in Hungary. Considering the fact that in 1913-14, 28·4 per cent of all the students were Jewish, and that in recent years they have only

instituted about 10 per cent of the total student population, the *numerus clausus*, in as far as it has been directed against the Jewish students, has been effective

(4) *Rumania*.—Following an ordinance of June, 1935, the entrance of new students to each faculty in the several universities has been severely restricted. In the University of Bucharest, for instance which last year had well over 20,000 students, only the following quotas of students are admitted :

200 new students of Theology			
800	„	„	Law
800	„	„	Literature
200	„	„	Medicine
100	„	„	Pharmacy
60	„	„	Vet Med

Similar figures have been elaborated for the universities of Cluj, Jassy and Cernauti, of the polytechnic and commercial high schools. The students are to be selected on the strength of the results of competitive entrance examinations.

(5) *Poland*—The majority of the faculties—with the sole exception of Law and Literature—have restricted the number of students. The college of mining as well as the faculties of medicine and pharmacy have introduced very severe eliminative examinations at the end of the first and of the second year of study.

(6) *Estonia*—The Senate of the University of Dorpat has decided to accept not more than 500 new students during both the years 1934 and 1935. The total student number in the University of Dorpat has, in recent years, been varying between 3,000 and 3,500. Thus, the newly enforced restriction can be considered rather as a measure to prevent further increase than to reduce the present number.

(7) *Norway*—In Norway, certain restrictions have been established in the medical faculty. Since 1926, only 50 students have been admitted every term to the advanced course of medical studies. The reasons given are not so much unemployment in the medical profession—which however does exist—as limited space and limited facilities for instruction. This ruling is rather severe, as the number of students finishing the first course of medical studies has been in the neighbourhood of 150 per year. A proposal brought in 1930 to limit the number of first-year students, was defeated by the Norwegian Storting (Parliament). Similar restrictions apply to the technical college and the dental college. The selection is made altogether on the basis of scholarly qualifications, tested by examinations.

(8) *Scotland*—In Scotland, all the teachers' training colleges have introduced a quota system for graduate entrants. This, in turn, has led to a noticeable decrease in the enrolments in the Faculty of Arts at the Scottish universities. The medical

faculties of Edinburgh and of Glasgow have also restricted the number of entrants, not for reasons of prospective unemployment but simply because of the material limits of laboratory and clinical equipment. You will probably remember that at one time when European medical faculties were overrun by American students, mostly of Jewish origin, the University of Glasgow suspended altogether admission of American students. I do not know whether this rule is still in force.

(9) *Other countries*—Far-reaching restrictions have also been imposed in Bulgaria and Greece. Unfortunately, I have no detailed data available.

By way of summary, it can be said that entrance restrictions are multiplying in Europe. They are either prompted—

(a) by a desire to reduce the unemployment in the professions—this is certainly true for countries like Germany, Hungary, and Rumania, which have taken far-reaching measures,

(b) owing to limited space and teaching facilities within the universities—this is particularly true for medical faculties, technical institutes, and other institutions, where laboratory facilities are essential for the training of the students,

(c) a desire to discriminate against particular groups within the population, i.e. the Jews in Germany and in Hungary.”

340. We have set forth above the views held in Indian University circles and also the result of our enquiries as to what has been done in recent years in Europe. The resolution of the Universities Conference held in 1934 which we have quoted above recommends a reform of the system of education in the schools. We have very carefully thought over the question as to whether any scheme of educational reform should begin at the bottom, that is to say, with the reform of school education, or at the top, that is to say, with some restrictions being placed on entrance to the universities. Our view is that in the natural and logical order of things the reform should begin at the bottom; for we think that if school education is made more efficient and provision is made, at that stage, for diversified education, so as to qualify the vast majority of our boys, who are not fit to go to the universities, for certain careers, the number of boys proceeding to the universities would automatically be reduced, and it would thus be possible for universities to still further raise their standards. We have also looked into the question of the standards maintained by the universities. We are of the opinion

that there has been a steady tendency in the universities to raise their standards, though we feel that there is still room for improvement in that direction specially in certain departments of knowledge. We are decidedly of the opinion that the level of the first class men now produced by our universities is certainly higher than that of the first class men produced say 15 or 20 years ago. But we fear that the level of others is still low and we apprehend that it is the presence of men of inadequate intellectual equipment that tends to keep their standards from rising, and we suggest that the Universities should set themselves seriously and earnestly to improve the standards all round.

341. We are not prepared to endorse any general criticism about the efficiency of the staffs maintained by our universities ; for we find that nearly every University in these provinces has a number of Professors, Readers and Lecturers who, after receiving their education up to the highest standards in India have received further education at Oxford or Cambridge or some continental universities. Indeed, some of the professors in our universities are men who by reason of their scholarship or research in certain subjects have acquired a great reputation in the world of learning and scholarship. We must, however, make an exception so far as the teaching of Law is concerned which we think has been generally neglected and where we think there is considerable room for improvement in the quality of the staff.

342. It is also suggested, in certain quarters, that there should be a preliminary selection for admission to the universities at the school-leaving stage. We have enquired into this question and we are satisfied that the universities do make such selection at the time when applications are made for admission. Indeed a fairly good number of young men who apply for admission are rejected and generally some of the universities, if not all, are averse to taking in those who have passed their Intermediate Examination in third class. According to our information, on the science side the selective process is more rigorously enforced. We, are therefore, of the opinion and we recommend accordingly that if educational reform is taken in hand, as we think it should be, it must begin with secondary schools, and that, if this is done on the lines indicated above, we do

not think that there will be, at any rate until the experiment has been tried, any occasion for adopting any arbitrary rule laying down the number of students who may in any year be admitted by the universities.

343. It has been urged before us by certain professors whom we have examined that much of their activity on the science side is restricted for want of adequate financial assistance. At Allahabad, Benares and Aligarh, we were told that, in point of fact, industrial problems for research work have been in recent years submitted by certain industrialists to university professors. We are anxious that the points of contact between the research side of the Science Departments of our universities and industries should be multiplied so that the universities here may not devote themselves solely or exclusively to higher academic research in abstract branches of scientific knowledge, but may also carry on research work related to the needs of the industries, and thus contribute to the economic development of the country, which we find has been done nearly everywhere in the West. Indeed, we are of the opinion that when grants are made to the universities, a certain portion of money should be reserved for research work in subjects in which the industries are interested ; and for this purpose we would recommend that a proper and adequate representation of business and industries should be provided for in the constitution of the universities preferably on different faculties. We regret to observe that, hitherto, such seats in the courts of the universities, as are filled by nomination, have been, in not a few instances, offered to men who, possibly otherwise very deserving, have taken little interest in the work of the universities or made little contribution to the discussions that take place from time to time in the university courts or other bodies. We would also recommend that an Advisory Committee should be constituted to advise the Ministry of Education in regard to the grants that are to be made to the universities for research work and that on such Advisory Committee not only the universities but also business, trade, industries and agriculture should be represented

*Research.*

344. Our attention has also been drawn to the problem of the Indian students in England which has formed the subject of a report by Dr. Quayle and which has recently attracted the attention of so many Vice-Chancellors

*Indian Students in England.*

in India. In a note submitted to us by Mr. Shoran S Singha of 112 Gower Street, London, it is pointed out that it is not an exaggeration to say that the Indian students in Britain are, on the average, spending 97½ lakhs of rupees each year: The amount is calculated on the basis of 2,500 students spending £300 each with the sterling at Rs.13. He has pointed out to us that very few men go to England to gain knowledge, for its own sake, or to become proficient masters in their own subjects. The majority go there to get degrees which would enhance their market value in India. Unfortunately, however, as will appear from some of the evidence which we have referred to in the course of this report even London Ph D.'s and graduates of other British and foreign universities are finding it increasingly difficult to get suitable employment on their return to India. As Mr Shoran S. Singha says :

Mr  
Shoran  
S. Singha

“The men who are getting the best out of their stay here are those who have come for post-graduate work and are possessed of a sense of responsibility, and have a balanced outlook on life. In most cases, they depend upon their own hard-earned money and are therefore careful in its expenditure. To this category must also be added those, who have done well at the Indian universities and have won scholarships and are therefore anxious to retain their honour and good name. They, too, realize that upon them rests a great responsibility ”

345. Mr. Singha adds :

“ They will, I am sure, on their return, find good situations ”

But we are not so confident, as we feel that not a few of them find themselves stranded on their return to India. Mr. Shoran Singha then refers to the vast number of students who take ordinary Arts course or Law, and thinks that they are of average intelligence and are bound to swell the ranks of the unemployed in India and are likely to show greater dissatisfaction and bitterness than those who have not gone outside their country.

346. We must not be understood to discourage education in foreign countries ; on the contrary, we believe that foreign travel itself is a very great education. But what we feel is that there must be a great discrimination exercised by parents in the matter of sending their boys to foreign countries. If a young man has shown great ability in his Indian career and is likely

to do well by staying at one of the British or foreign universities, we should by no means stand in his way. On the other hand, it must be realized that it is not every young man who can derive the fullest possible benefit by going to a foreign university and staying there. We cannot help feeling that if these 97½ lakhs of rupees, spent in other countries, were spent in the improvement of our own universities and educational institutions, the condition of education here may sensibly be improved.

347 Our conclusions and recommendations are as follows :

(1) Upon the evidence, we have come to the conclusion that the number of students seeking admission into the universities has increased appreciably.

(2) We are not in favour of prescribing any arbitrary limit for the admission of students into the universities, as we think that if our other recommendations, particularly, with regard to (a) secondary education, (b) technical and vocational education and (c) reduction of age-limit for the appointment to subordinate Government service, etc. are accepted or acted upon the number of men attending the universities will automatically decrease.

(3) While we think that no arbitrary limit to admissions of students should be prescribed, we do think there should be greater strictness exercised in the matter of admission. The universities should be under no obligation to take in men who have passed their Intermediate Examination or School Leaving Examination in third class, except in rare instances when the Admission Committee is satisfied that the student has taken the third class due to illness or some other satisfactory reason but is likely to do well at the University.

(4) While we should not discourage education in what are called humanities, we think greater stress should be laid on scientific and vocational education.

(5) So far as research work conducted at the universities is concerned, universities should



study the need of industries, and encourage such research, in particular, as may be of practical use to the industries.

(6) We think that there should be some system of co-ordination between different universities so as to secure the uniformity of standards and prevent unhealthy competition.

(7) Steps should be taken to establish contacts between the science departments of the various universities and industrialists and business men, and such departments of the universities should devote themselves not solely or exclusively to higher academic research in abstract branches of scientific knowledge but also undertake research which may prove to be helpful to the industries or to the economic development of the country. If, for this purpose, it is necessary to give more funds to the science departments of the universities, we recommend that such funds should be given to them.

(8) We also recommend that an Advisory Committee should be constituted to advise the Ministry of Education in regard to the grants which are made to the universities for research work and that on such Advisory Committee not only the universities but also business, trade, industry and agriculture should be represented. This may, in course of time, lead to the establishment of a Council of National Research.

(9) We also draw attention to the problem of Indian students in England and suggest both to Government and Indian parents that greater discrimination should be exercised in sending young men to foreign countries merely for academic education, but we would encourage those who are likely to benefit by education at Oxford or Cambridge, or other British or foreign universities or who go there with the object of carrying on post-graduate research work, or for technical education or for training in business generally or any particular industry.

## PART IV

## CHAPTER XIII

## DIFFERENT STAGES OF EDUCATION IN FOREIGN COUNTRIES—A CONTRAST

348. We may, now, by way of contrast, refer to the position prevailing in some other countries.

“ In practically every country,” says Report III on unemployment among young persons of the International Labour Conference, Nineteenth Sessions, Geneva, 1935, “ there are laws which require all children between specified ages to attend school at fixed times of the day during certain periods of the year. The age for this compulsory school attendance is nearly everywhere 14 years, or 14 years plus the time needed to complete the school term or year. In some countries, however, the age is 15, as, for example, in certain Canadian provinces, Chile, Haiti, Honduras, Norway, Panama, certain provinces of South Africa, some of the Swiss cantons, U S S R and Uruguay, while in Ontario and certain South African provinces and Swiss cantons the age is 16. In the United States, every State has a compulsory school attendance law, and most of these laws fix the school leaving age at 16. On the other hand, there are other countries, in which the limit is less than 14. Thus, for instance, it is 13 in Albania, Argentina, Columbia, Finland, France and Prince Edward Island, 12 in certain Canadian provinces, Greece, Hungary, Portugal and Turkey, and 11 or 12 in Yugoslavia ”

*Inter-  
national  
Labour  
Conference,  
Geneva,  
1935*

349. It cannot be a matter of pride or even satisfaction to us that in this respect the only country in the West with which we can compare India is Yugoslavia. We are not overlooking the difficulties connected with the agricultural population in our rural areas, but those difficulties are, by no means, peculiar to India. As the report from which we have quoted says :

“ Much agricultural work is done by children for their parents on home farms. Such work is extremely difficult, if not impossible, to regulate, and very few laws have attempted to do so. Agricultural work is, however, indirectly regulated by school attendance laws, and nearly all countries rely on these laws for the purpose ”

350. We are not unaware of some similar provision in the Primary Education Act of 1919 and the Primary Education Act of 1926 (see section 11). But the point

that we are making, is that the age under these Acts, even to the limited extent of compulsion, which they provide for, is appreciably lower than in many other countries, and it may be very much doubted whether the recipients of education under these schools are really able at the end of their school career to add substantially to their efficiency as economic units of the village population. As the Royal Commission on Agriculture say in their report,

(a) "Very few boys (less than 20 per cent) stay four years at school. As it takes at least four years to achieve lasting literacy, it may be said that a very large proportion of the expenditure on primary education is wasted so far as its aim is to make the people literate. The truth is that the parent too often regards the primary school as a creche. The causes of the wastage throughout the primary school course are largely those which account for the small proportion of children who attended school at all. The problem of removing these causes is at once the most important and most difficult of solution of the many that confront the educational authorities.

In their opinion—and we venture to agree with it—"the progressive adoption of the compulsory system is the only means by which may be overcome the unwillingness of parents to send their children to school and to keep them there till literacy is attained. The provision of a sufficiency of trained teachers and of suitably equipped buildings must, of course, precede the enforcement of compulsory school attendance."

(b) "The value of secondary education for the boy from a rural area," as pointed out by the commission referred to above, "has hitherto lain in the road it has opened out to him for work in the towns. This has contributed to the drift of educated boys from the village to the town which still continues though the condition which gave rise to it are rapidly changing. The supply of educated men for ordinary routine work under Government and in business houses now exceeds the demand."

(c) "In three provinces, Madras, Bombay, and Bengal," say the Commission, and we may add here our own Province, "the saturation point was reached some years ago. The seriousness of the problem presented by unoccupied middle class youth in these provinces is shown by the fact that, in all three, it has been found necessary to appoint a committee to examine it and to suggest remedies."

(d) "In so far as it is accentuated by the drift of educated boys from the villages to the towns, there to swell the ranks of the educated unemployed, it can, in the view of the Commission, only be remedied by the spread of education in rural areas in combination with an improvement in the amenities of village life. It is hopeless to endeavour to put the clock back by

restricting education to a minimum, and all attempts to do so, however well intentioned, are bound to fail in their object."

We need scarcely say that we are in complete agreement with these views

351. In contrast with the position prevailing in this country, we may now refer to that prevailing in certain other countries :

*Position  
in other  
countries*

(a) In all the Australian States, education is compulsory until the age of 14, but there is no compulsory post-primary education except for apprentices.

*Australia.*

(b) In Belgium, post-primary education is voluntary. On the other hand, apprenticeship is highly developed, and new legislation dealing with the whole question of vocational training is at present under consideration.

*Belgium.*

(c) In Canada, both education and employment are governed by provincial law, and with one exception (Ontario) attendance at schools or classes of continued education is not compulsory.

*Canada*

(d) In Finland, the present school-leaving age is 13, and the children are then obliged to attend continuation classes for a period of two years. These classes are held every two days and amount to 36 hours a week. In certain cases, evening classes are added. The curriculum includes Civics, the Finnish language and various vocational courses, adapted to the need of the district.

*Finland.*

(e) In France, the present school-leaving age is 13 or 12, if the necessary educational standard has been reached. By an Act of 1919, all young persons of less than 18 years, who do not attend full-time classes, must go for at least three years to free vocational classes, established both for apprentices and other young workers. The employers are obliged to give their workers the necessary time to attend these classes. At the end of three years, a certificate showing their vocational skill is granted in suitable cases. Apprenticeship is highly developed and subject to detailed laws and regulations. In 1932, the Minister of National Education, presented a Bill on the school-leaving age to Parliament, the main object being to raise the age from 13 to 14. This Bill has not yet been passed.

*France.*

(f) In Germany, all children who have completed their compulsory primary education, which extends from 6 to 14 years, and who do not pass into a full-time secondary or technical school, are obliged to attend post-primary classes up to the age of 18. The obligation applies to classes, for from 4 to 12 hours a week, during a period of at least three years. This education is given either in continuation schools or in vocational schools. The latter, which are mainly intended for apprentices, vary very greatly in respect of the subjects taught, according to whether those attending are going into industry or commerce, handicrafts, etc. Apprenticeship is very highly developed and regulated by special laws. A general Act providing for the regulation of vocational training has been prepared but has not yet come into force. Its main object is to unify the system throughout the country. By Decree of 1st April, 1934, the Minister of Education in Prussia established a compulsory year in the country, for children leaving the elementary schools. The children are selected from among those who have completed the eight years of compulsory education. During the year passed in the country, the obligation to attend a continuation or vocational school is suspended.

(g) In Sweden, continued education is compulsory for young persons from 14 to 18. They have to attend for from 360 to 540 hours, distributed over two or three years. The instruction given is sometimes of a general character and sometimes of a vocational character, and is closely linked up with the vocational guidance services. The question of raising the school-leaving age has been discussed mainly in educational circles, for reasons of an educational and social character, but unemployment is now included among the reasons for which a measure of this kind is proposed.

(h) In Switzerland, where education is within the sphere of the cantons, apprentices are, in practically every canton, obliged to follow classes during their apprenticeship. The school-leaving age has been raised to 15 in certain cantons, mainly on account of the severe unemployment among young persons.

(i) In the Union of South Africa, there is no compulsory continued education. On the other hand, apprenticeship is compulsory in designated trades, which include printing, building, engineering, the leather industry and some others. The conditions of apprenticeship vary slightly with the trade, but in nearly every case attendance at classes of instruction is compulsory. This is usually for four or six hours weekly, and in a number of cases, it is split up between the employer's time and the apprentice's time, in the latter case attendance being in the evening.

*Union of  
South  
Africa.*

(j) The position in the United States is peculiar in that it is a Federal country with labour legislation in the power of the separate States. A distinctive feature of the State laws is the employment certificate system. In practically all States, before a child or young person may enter employment, he has to apply for, and obtain, an employment certificate. Most States require employment certificates not only for factories but for employment in shops and numerous other occupations. Certificates are usually needed up to 16 years of age, but in a few States the requirement extends to 17 or even 18 years. Conditions, other than those relating to age of admission, may attach to the issue of an employment certificate. These mostly have reference to the degree of education which must be reached by the applicant or to his physical qualifications. Thus certain State laws specify the actual school standard which an applicant for an employment certificate must reach before this will be granted. In 17 States and the District of Columbia, the eighth grade must be reached, but seven States permit exemptions under certain conditions; seventeen States have no educational requirements at all or fix no definite standard. In most States, educational requirements apply during the entire period, in which a certificate for employment is needed. Within the last few years, many States have passed laws to require young persons between 14 to 16, and in some cases 18 years, to attend continuation schools as a condition for employment. The education given in these is usually vocational.

*United  
States.*

(k) In Great Britain, compulsory education ends at 14 plus, but the Education Act, 1921, empowers local authorities to raise the age above this. So far, only six authorities out of 316 have done so, while seven others have made applications to the Board of Education for permission to do so. The Board has provisionally approved the applications of four authorities and is considering the others. In the areas where the age has been raised, children are required to remain at school until 15 years, unless suitable employment is available for them. Such children are only released, if the authority is satisfied that to do so will be to the child's advantage. The question of raising the school age on a national as opposed to a local scale is not new, and interest in it has been renewed by the unemployment situation. The Government has so far refrained from taking action on these lines on the ground that, apart from considerations of finance, to raise the age would be undesirable so long as suitable classes are not available and that to do so would interfere with its reorganization schemes. Moreover, the Government contends that to relieve unemployment by means of education schemes would be fundamentally wrong and that unemployment relief should be kept separate from education. A Bill was introduced into the House of Commons in December, 1933, providing for the raising of the school-leaving age to 15, over a period of three years. This question was again raised in the House of Lords on 11th July, 1934, and Lord Halifax, President of the Board of Education, said that the Government could not continue the general raising of the school-leaving age, at present, as practical politics, but proposals from local authorities which desired to raise the age by law, would be considered on their merits. In 1934, the annual conference of the Association of Education Committees, to which 268 of the 316 education committees of local education authorities in England and Wales belong, recently adopted a resolution unanimously, in favour of raising the age to 15, with maintenance allowances, graduated according to need. Various other organizations, including the National Union of Teachers, have declared in favour of raising the

school-leaving age at least to 15 years and in some cases to 16 years\*.

352 We may here refer to a resolution adopted at the Third International Educational Conference, held in Geneva under the auspices of the International Bureau of Education in July, 1934, at which about 40 Ministries of Education were represented. The Conference, after noting that the problem of the raising of the school-leaving age cannot be solved on uniform lines in all countries and that in some countries the main problem is rather to ensure compulsory education within existing limits for every child, urged that the number of years of compulsory education should not be less than seven. It considered that the school-leaving age should be fixed in such a way as to ensure the physical, mental and moral training of the children, that the raising of the school-leaving age even beyond 14 years would be of undoubted advantage to most countries, subject to temporary exceptions in certain cases, that this problem should be dealt with in relation to the problem of the age of admission to employment, and that measures adopted by Ministers of Education and of Labour in the various countries should be co-ordinated as fully as possible. Resolutions have also been adopted by the International Association for Social Progress, and the World Federation of Education Association, both of which proposed 15 as the most desirable school-leaving age

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353 We have referred to the treatment of the educational aspect of this problem in other countries to show (1) that nearly everywhere the problem of education is viewed along with the problem of employment and (2) that, as stated above, the Governments of those countries have tried and are trying to deal with the problem of unemployment at its source, viz. by reforming education, at its earliest stages—primary and secondary—and making suitable provision for the proper equipment of young persons for the struggle of life. Necessarily the expansion of education in the primary or post-primary stages, with the element of compulsion, at one stage or another, must mean the employment of a large number of teachers. In any case, it seems to us, that the Governments of those countries have considered it a part of their duty to spend more and more of their resources, for the improvement of school education and the re-adjustment of the entire educational machinery to the changing needs of the times.

\*See Report III on "Unemployment Among Young Persons 19th Session, Geneva, 1935 Page 52 onwards



## CHAPTER XIV

## UNIVERSITY EDUCATION IN FOREIGN COUNTRIES

354. Dr. Kotschnig to whom we have referred before says :

“ Any one, with any knowledge of the monster universities in America, and in Europe, will appreciate the gravity of the situation, which has by no means been overlooked by responsible educational leaders. H. T. Tizard, the Rector of the Imperial College of Science in London, stated recently in an address ‘ . . . I have little hesitation in saying that universities are too full. As a result, the tendency is towards over-organization, too little latitude, and too much spoon-feeding. The more distinguished the teacher, the more he is tempted away from teaching and research. His presence is required on committees ’ ” “ It would mean,” adds Dr. Kotschnig, “ carrying coals to Newcastle, if we endeavoured to prove that there is a considerable measure of unemployment amongst professional people ”

According to him, between 40,000 and 50,000 young graduates were without work in Germany in 1932. In 1933 the Government there took drastic measures to remedy the situation. He similarly refers to the acuteness of the position in Holland generally, to the large increase of physicians in France between 1926 and 1931, and refers to a statement of Professor Mitsuki Takehiko of the Waseda University, Japan, to the effect that only about 40 per cent. of the university graduates in Japan are absorbed in gainful employment during the first year after the completion of their studies. .

India, too, does not pass unnoticed by Dr. Kotschnig :

“ In view of the fact,” says he, “ that primary education in India is not nearly as developed as higher education, the demand for professional services on the part of the masses is small. Government posts are most attractive, because they are better paid. To study law means, therefore, both to acquire social standing—though the Government may be despised—and the prospect of economic advance. This tendency is emphasized by the fact that the English school system has been applied to India, with the result that it does not produce the kind of people who would easily fit in with the needs of their own country ”.

Dr. Kotschnig then quotes Dr. S. K. Datta, President of Forman College, Lahore, who says that

“For the products of the modern school system, there seem to be no other openings than to go on to the university and hazard everything for the sake of a Government job, and in case of failure, to find a position in one of the professions such as law or teaching. This is the result of the fact that in the high school stage no other channels of employment present themselves into which the student may go.”

After analysing and discussing the causes of this great increase in the number of students in the universities almost everywhere, he discusses the remedies. He first deals with the question of controlling the number of students at the universities and says :

“Stricter examinations at the beginning, during and at the conclusion of the period of study at the university or colleges, the raising of examination fees and the application of a *numerus clausus* generally exhaust the wisdom of most reformers.” He further observes that “most of these measures can only be applied with circumspection and that they lead only rarely to the wished-for results.”

After discussing the views of those, who would, in different countries, like to restrict the number of admission of students to the universities, he refers to the conception of the university, in countries such as Italy, Russia and Germany and points out that

“Except in certain fields of engineering, there is still an acute need for trained professional people in Russia. But in Germany a general *numerus clausus* has been introduced.”

The law of 25th April, 1933, against the over crowding of German universities, stipulates that the number of students is to be limited, so as to safeguard the effective training of as many professional people as corresponds with the needs of the professions.

“In December, 1933,” we are told, “the Minister of the Interior, in accordance with the ordinance regarding the application of the law of 25th April, 1933, ordered that only 15,000 of the 1934 graduates from secondary schools should be allowed to enter German institutions of higher learning. Actually, 15,979 students were given the ‘Hochschulreife’ enabling them to enter a German University. This represents 40·37 per cent of all those who in 1934 left the secondary schools in Germany, after having successfully passed their final examinations. The reduction is obvious, considering that in the years 1930–32 nearly 30,000 students had each year entered the universities.” We are further told that “Apart from the *numerus clausus*

several other measures have been taken in Germany to reduce student enrolments in general, not only that of first-year students. Chief amongst them is the introduction of a compulsory work service. According to the new regulations, every student, whether man or woman, has before entering the university to serve for four months in a work camp and for six weeks in a training camp. This period of work service is reduced to ten weeks for all those who during the winter term of 1934-35 are in their first to seventh term, and who comply with the regulation before the spring of 1935. This measure retards the arrival of new students at the university and thus relieves the universities temporarily."

355. We are relieved from drawing any conclusions, from all such measures taken in other countries, in respect of our own country, as Dr. Kotschnig himself says,

"If we attempt to draw any conclusion from what has gone before, it is to confirm the statement . . . to the effect that the universities, as long as they remain what they are, have only limited means at their disposal, for controlling student enrolments. On the other hand, any measures, applied to the universities from the outside, raise exceedingly grave issues which affect the very basis of all higher education."

356. We would only, however, venture to make one or two observations in regard to the steps taken in other countries, with regard to the restriction of the number of students at the universities. In the first place, it must be borne in mind that such restriction is only a part of an entire policy of reform; and, in our opinion, it would be most unfortunate if the number of students were restricted but nothing positive or constructive was done. As we have observed before, it may relieve congestion in the universities, but it will afford no relief to the unemployed.

357. Among other remedial measures, to which our attention is drawn, we find that in certain countries such as Germany, a certain number of graduates have been employed either as leaders of camps or new temporary posts have been created, as in Hungary or Yugoslavia, or other countries. On the other hand, we find that, in these provinces, as also in certain others, owing to the depression and its effects on the general finances of the Government, a policy of retrenchment in various departments has been pursued during the last five years and the stoppage of fresh recruitment as a consequence has either thrown out of employment a number of educated men or shut the doors against those who are looking forward to the securing of appointments in public services.

358 It is really Part IV of Dr. Kotschnig's report, which seems to us, from the point of view of our country, the most important. In this part, he discusses the question of educational and occupational planning and there are 5 propositions which he has formulated and illustrated copiously.

(1) The first proposition which he formulates is as follows :

“In as far as higher education is an end in itself and serves the advance of knowledge and understanding, no restriction can be justified debaring able men or women from institutions of higher learning ”

It may be observed that he protests against debarring able men or women from institutions for higher learning. We are in complete agreement with this view, but we must not be understood to mean or to suggest that, in the case of our own country, it does any good to the students themselves or to society that everybody, irrespective of the fact whether he is likely to profit by university education or not, should seek admission into the portals of a university. While on one hand, we are opposed to any arbitrary restriction of the number, on the other hand, we think that, in the interest of higher learning, it is desirable so to re-adjust the whole system of education as to provide careers for many of those who would like to settle down in life after receiving secondary or vocational education, so that the number of men, anxious to pursue their higher learning or join liberal professions, success in which must necessarily entail a period of waiting, may automatically be reduced or may not in future become excessive.

(2) The second proposition of Dr. Kotschnig is as follows :

“In as far as higher education serves to prepare men for earning a livelihood, restrictions in students' enrolments are admissible. These restrictions ought to be based on an occupational plan ”

In explaining this he says that :

“In so far as certain courses in the universities are primarily intended to prepare for the exercise of certain professions, it is reasonable to demand that the number of people trained in these courses should more or less correspond to the available opportunities for work ”

In its practical application in India and in our province, this may have reference to professions such as Law,

Medicine and Engineering. As pointed out by the author of this proposition,

“It is by no means easy to establish adequate estimates of the extent of these opportunities in any given country and in any given period, in view of the constantly changing occupational patterns, caused by the technological development and by changes in the economic situation ”

359 Nevertheless, we think, that, in regard to such professions as we have mentioned above, it should not be difficult to have a fair idea at any given moment as to the number of men who, if admitted into those professions, are likely to make any good. The conditions of the profession vary, and future recruitment in these professions will necessarily be determined by the needs of the country and also certain other factors. We have already referred to the steps taken or proposed to be taken in France with regard to medical men and the steps taken in Hungary with regard to the legal profession. In our opinion, the plan for each occupation or profession must be examined and finally prepared by men competent to deal with it. Of course, all these suggestions on our part imply that, while steps in this direction will be taken, steps, in certain other directions, calculated to open new careers for our educated products, will also be taken.

(3) The third proposition of Dr. Kotschnig is as follows :

“The secondary schools in most countries are ill-adapted to the degree of technological development characterising the society within which they exist, and this is the main cause of the overcrowding of the institutions of higher learning.”

We have dealt with the question of secondary education separately. But we may at once say that, in our opinion, so far as education has got to do anything with the question of employment in our country, it seems to us that it is education in the primary or secondary stages which calls for more urgent attention and reorganization than the higher education at the universities.

(4) The fourth proposition of Dr. Kotschnig is as follows :

“The secondary schools, as well as the colleges and universities, adhere to obsolete social concepts which tend to increase the unemployment in the professions ”

It is difficult to translate it precisely in terms of Indian educational institutions. If all that is meant by

this proposition, as explained by Dr. Kotschnig himself in the course of discussion of this proposition, is that it ought to be possible to inculcate from an early age an appreciation of the value and dignity of manual labour, it will do much to overcome the existing antiquated notions, then we are in complete agreement with it.

(5) The fifth proposition runs as follows :

“The most important step to relieve the overcrowding of the institutions of higher learning and the unemployment in the professions must be the establishment of an educational plan for each country, adapted not only to the quantitative, but also to the qualitative needs of the country and to the possibilities given by technical progress to meet these needs ”

We shall only add that we are in fullest agreement with this view and indeed desire to emphasize that, in our opinion, the time has come when our educational system should be so re-organized as to bring it more into line with the needs of the country.

## CHAPTER XV

## UNEMPLOYMENT IN FOREIGN COUNTRIES AND EDUCATION

360. For our own guidance, we have been anxious to acquaint ourselves to some extent with the nature and extent of the problem as it exists in foreign countries, and the remedial measures adopted by the Government of those countries.

361. The problem of unemployment among the educated class is not, by any means, peculiar to India. In Europe and elsewhere, the problem has existed for a considerable time, and attempts have been made in nearly every country to deal with it with varying degrees of success. The State, nearly everywhere, has come to definitely recognize its obligation in this matter, and although it would be absurd to suggest that unemployment has been conquered in those countries completely, yet there is no doubt that there has been a steady and growing recognition of the need of devising schemes not merely for planned economy but for planned progress.

362. We are well aware that, in European countries, the problem is approached mainly from the point of view of industries and labour, though it would not be correct to say that that is the sole or exclusive point of view from which it is approached. The plans prepared and the remedial measures adopted there, are, in some instances, of a comprehensive character, extending over other fields as well. For instance, in not a few countries, the problem of unemployment has been viewed in the light of the needs for agricultural development. Above everything else, it seems to us that, in nearly every country, attempts have been made and are being made to so re-organize the system of education as to bring it into direct relation with the question of employment. No country has approached the question of unemployment—and it seems to us none can approach it—as an isolated problem having no relation whatever to (a) education, (b) professions, (c) productive occupations, (d) agriculture, (e) trade, (f) business, and (g) industries.

363. It is obviously impossible for us to refer to all the material that we have collected on the main problem of

unemployment and the subsidiary issues connected with it; but we shall, in this report, confine ourselves to some of the documents which we consider to be particularly informative and instructive. We may state, here, that, during the last several years, this problem has particularly engaged the attention of the International Labour Office at Geneva and has also engaged the attention of several conferences, the reports of which are before us. We shall not refer to the earlier reports but shall confine ourselves to the Report of Mr. Harold Butler, the Director, which was submitted as recently as the 15th March, 1935. The whole position has been put in a very telling phrase in the final report of the United States National Planning Board, 1933-34, as follows :

*Mr.  
Butler,  
Director,  
I L O ,  
Geneva.*

“The choice is not between anarchy on the one hand and complete control over all aspects of private behaviour on the other. A totally unplanned nation is as impossible and undesirable as a totally planned economy ”

364. We realize the difficulties of the local Government as also the Government of India, in dealing with a question of this character. Not the least of these difficulties must be, as we think it is, the financial difficulty. In dealing with a vast population like that of India, with its social organization which is very different from that of the European countries, with an industrial system which, compared to the systems prevailing in the West, may be described to be of a very elementary character, and with an economic system, the life-blood of which may be said to be agriculture, the difficulties of the Government may readily be acknowledged to be very great; and yet it seems to us that, howsoever great those difficulties may be, in the larger interest of the country they must be faced and Government can no longer afford to disavow their responsibility or merely to trust to private initiative or private enterprise. In other words, with all the inadequacy of the resources of the Government at present, we very strongly think that the Government must place itself definitely at the head of the movement for re-organizing our entire national system of education, agriculture and industries, without which it seems to us that the evil of unemployment cannot be combated and is bound to grow in volume and size

365. Again, we may point out that it would be a great mistake to suppose that, in the West, the problem of



unemployment exists only among the industrial classes. In point of fact, having regard to the system of education there, in several countries, if not everywhere, there is not that distinction, there, between "educated young men" and "uneducated young men," which we find in India, for the simple reason that the young men, belonging to the industrial classes there, are more or less educated. First, Mr. Butler refers to "the most poignant and disturbing aspect" to unemployment, namely its effect on the young, and then observes as follows :

"Important though it is to help the adult to keep his home together, and to maintain his place in society during periods of enforced idleness, it is even more important both for the individual and the nation to enable the young man to lay the foundations of his career. However hard he may be hit, the former can always hope to recover his position by hard work and good fortune, but the latter, if the springs of his ambition are dried up and if the chances of learning his profession are denied him in youth, may be completely incapacitated from ever making a decent living or becoming a useful citizen. The urgency and gravity of this question is now being realized in many countries, and it is very timely that it should figure on the agenda of this year's conference."

366. We shall presently show what exactly the position is in different countries and what measures have been taken to remedy the evil of unemployment. We may, here, refer also to a very valuable report—"Planless Education" by Dr. W. M. Kotschnig on the question of unemployment in the Learned Professions which has been published by the International Students Service, Geneva.

We attach considerable importance to this report, as it deals directly with the problem of unemployment in some of the learned professions, in respect of which we have recorded a mass of evidence in our own province.

367. We have discussed the position of those learned professions in these provinces, in another part of our report. We are simply drawing attention to Dr. Kotschnig's report to show that the problem of unemployment in learned professions also has been felt to be acute in other countries.

368. Our study of the problem in foreign countries convinces us that the starting point of all concerted effort has been the overhauling and the re-organization of their system of schools. While governments there have

done and are persistently doing a great deal to improve agricultural and industrial conditions and generally to re-adjust their economic life to post-war conditions and to recent technical progress, they have also realized the importance of dealing with the problem of unemployment, at its source. In the case of young persons, that source must necessarily be education ; and while, in the course of our report, we have considered it our duty to make suggestions, with regard to certain technical subjects, industries, and agriculture, we are convinced that the essence of the problem in India lies in re-organizing our entire educational system so as to equip our young men with knowledge, which may enable them to become useful economic units of the nation and efficient citizens.

## CHAPTER XVI

## UNEMPLOYMENT IN LIBERAL PROFESSIONS IN FOREIGN COUNTRIES

369. We have discussed, in another part of our report, the question of unemployment among certain liberal professions in these provinces. Whether we look to the position of engineers, or to that of lawyers, or that of doctors, or chemists, or graduates in Commerce or Agriculture, we are constrained to say that, in nearly every one of these professions, unemployment is visibly on the increase. Most of these men who join these professions are the products of our universities, and it must be a matter of great concern to Government and to society alike, that the education, which these men have received, does not enable them to earn a decent and, in some cases, an honourable living. Again, we must say that the problem is not peculiar to India. The position of these classes is nearly as bad in some of the foreign countries. We shall briefly review the position of some of these countries.

(a) In 1934 the Parliament of Finland invited the Government to inquire into the extent of unemployment in the liberal professions. We have not been able to discover what the result of any such enquiry has been.

(b) The French Ministry of Education, we are told, has set up a University Statistics Office, the chief duty of which will be to study, with the help of statistics, the problem of achieving a balance between vacancies and applicants in the liberal professions and the public services. In some cases, such as the medical profession, it is believed that a detailed survey of the demand for intellectual work would provide a basis for the better distribution of doctors as between urban and rural areas and over different specialized branches of the profession.

(c) In Germany, where the number of qualified professional workers waiting for vacancies was recently estimated at about 150,000 and the number of posts vacant annually at about 10,500, the Government has limited to 15,000 (including 1,500 girls) the number of persons who will be allowed to pass into the universities in 1934.

(d) In Hungary, the Budapest Society of *Hungary*  
Advocates adopted a resolution requiring that the Faculty of Law in Budapest should admit no new students for a few years, on the ground that the number of registered law practitioners at the Bar in Budapest is already excessive.

(e) In Italy, a decree was issued on the 16th *Italy*.  
June, 1932, making it compulsory for every department of the civil service to issue at the end of each year a list of the vacancies that would be filled by competition during the ensuing year, showing age limits, qualifications required and other conditions. The Italian press accordingly published the list for 1934, which announced 7,700 posts, of which 2,524 were reserved for candidates with university or other higher educational qualifications. As the number of persons who gained such qualification in 1931-32 was 8,651, only about 30 per cent of the number of graduates can hope to find employment in the civil service.

(f) In Sweden, the Government recently appointed *Sweden*.  
two experts to carry out an enquiry into the situation of professional workers, with a view to determining the number of qualified persons in the professions, their training, distribution by age, sex, etc., the number of posts likely to fall vacant in future and the chances of promotion. Information will also be collected as to the number of professional workers out of employment and the number who are flagrantly underpaid or engaged in work for which they have no direct qualification. What is more remarkable is that the students themselves there should have made some suggestions which, we have no doubt, would be described as drastic in this country. The Congress of Swedish Students Organizations in January, 1934, advocated limiting the number of students and raising the standard of the entrance examination to higher schools.

370. As regards Japan, we are told by a learned *Japan*.  
writer, Mr F. C. Jones of the Harvard University, who has studied recent conditions in Japan, that

“Even more fertile cause of discontent is the increasing difficulty of finding employment for the university graduate. Formerly, the capable man passed almost automatically from the

university or technical college to an important and well-paid position in the public services or in business. The increase in the number of students, as well as the need for retrenchment and economy in the Government departments or in industry, has created an unemployment problem among Japanese graduates, just as is the case in most Western countries. If this difficulty can be solved, it will do more to prevent the spread of revolutionary sentiment than all the police measures or instruction in loyalty to the established régime, for it is the man, who feels himself cheated out of his opportunities of advancement by society, who wants to overturn it. It is said, indeed, that many students hailed the setting up of the new Japan-controlled State, Manchoukuo, because they see a chance of fresh openings for themselves, as advisors in one capacity or another, and if Japan retains her hold there, this will certainly prove to be so."

371 The whole question of the professions has been dealt with by Professors A. M. Carr-Saunders and P. A. Wilson, in their recent book on "The Professions," in great detail.

"It is one thing," say these learned writers: "to become qualified to render professional services and another to find an opportunity to earn an income from so doing."

372. This, in our opinion, is literally true of the position of professional men in India at present. We shall only refer to some professions to illustrate our point. Our examination of the position in these provinces convinces us that civil engineers, the products of the Roorkee College and also not a few of those who have received their education and training as mechanical and electrical engineers in foreign countries, find it extremely difficult at present to get any kind of employment in these provinces.

373. As regards the legal profession, there is a general impression, both here and in England, that lawyers make large profits from litigation, but an assumption like this is generally made, because it is the prosperity of the few men at the top which attracts notice. The Registrar of the Admiralty Court in England, writing to the *Nineteenth Century*, expressed himself thus:

"A popular idea exists that lawyers make large profits from litigation, but it is not the most satisfactory side of a solicitor's business, and if the wills of lawyers of either branch of the profession are examined year by year, it will be found that the amounts left by deceased lawyers do not exceed, even if they equal, the estates left by men who have passed their lives in

other work The average incomes of barristers and solicitors are not greater than those of doctors, architects, engineers, and men of business ”

374. The Committee of the London Chamber of Commerce have also submitted a report on the expense of litigation in England and we find that the opinion maintained by businessmen in England on this question was that

*London  
Chambers  
of Com-  
merce*

“ The remuneration of barristers and solicitors under the present procedure was reasonable and the net income of the average legal practitioner, in the interests of the public, should not be reduced, having regard to the high standard of education and probity required in the legal profession, etc ”

We think that this is equally true of the legal profession in these provinces.

## CHAPTER XVII

## REMEDIES FOR UNEMPLOYMENT IN FOREIGN COUNTRIES

375 The remedies for unemployment in foreign countries have been discussed at length by Mr. Butler in his report of March last, to which we have already referred

“It is certain,” he says, “that the persistence of the depression, with the chronic unemployment and the lowered standards of life which it involves, is driving Governments, more and more, to seek fresh and often untried remedies, and that the wider the departures from the old economic creed, the more avoidable become deliberate attempts to modify and adapt the old economic structure to meet the new conditions ”

376. We lay no stress on the organization of unemployment insurance and relief in those countries, for the simple reason, that there is no such thing as unemployment insurance in this country and in view of the size and population of the country and the resources of the Government, we do not look upon unemployment insurance as being within the range of practical politics, in the near future.

377. There are, however, other remedies which Mr. Butler suggests, and the application of these to the conditions of the country, and our province in particular, with amendments suited to local conditions, does not seem to us to be out of question or wholly impracticable. One of the principal remedies which he mentions is to be found in prolonging education. By this, he means, no doubt, education in the primary and secondary stages of boys who ultimately drift into industries. We do not think that such a remedy is wholly inapplicable in industrial centres, in these provinces, or that if the period of primary education in these provinces was increased by a year or two, it would be found to be impracticable. No doubt, it would involve a further outlay, but we are strongly of the opinion that no effective remedy for any large section of the community can be found unless Government are prepared to spend more money.

378. Another remedy which he refers to consists in the provision of public works.

“When adopted, on a large scale, as a deliberate policy to combat the effects of depression, this type of action may

constitute an attempt on the part of the State to influence the course of economic events. It is a form of 'planning' which has only been applied, in any considerable dimensions, during the present depression."

379 We believe that there is room for the development of public works in these provinces. We refer, in another part of our report, to the deplorable condition of engineers due in the main to the policy which was adopted some 12 years ago in these provinces. We would, in this connection, particularly, refer to the very valuable evidence of Sir William Stampe, which has impressed us a great deal, in respect of the grid system, with which he is so closely associated. According to Sir William Stampe :

*Sir  
William  
Stampe.*

"The area over which the scheme functions at present comprises eight districts, Moradabad, Budaun, and Bijnor east of the Ganges, and Saharanpur, Muzaffarnagar, Meerut, Bulandshahr and Aligarh to the west of the Ganges. It affects, at the moment, nine districts, which are perhaps the more prosperous districts in the province, nearly one-fifth of the province in point of the number of districts." "Hitherto we thought," says Sir William, "that the facilities we were giving for cheap power could only be given from high falls in the Himalayas or waterfalls. There are 13 waterfalls of which 10 are worth while to be electrified. Out of those 10, we have electrified four, and two more are being electrified at the present moment, and Government has just approved a scheme of the rest in the next following 4 years, so that by 1941 this scheme will be fully developed. We were very much pressed from East Oudh."

380. We refrain from discussing the technical side of this scheme, as it is obviously beyond our scope, but we desire to point out that Sir William's scheme has certainly provided employment to some people, and will provide employment to many more if it is further developed. His department employs over 30 officers, who started on salaries of Rs 200 rising up to Rs.600, and all excepting 3 are Indians. The minimum qualification for such officers is that they must have a degree of a recognized University in Electrical Engineering. Apart from these officers of the highest grade, who must necessarily be men possessing higher qualifications, the total staff of subordinates, who are not required to possess University qualifications, consist of 417. Out of these, about 50 come under the head of subordinates, that is to say, people with some education as against labourers. Sir William anticipates that, in the next



3 or 4 years, if the scheme expands, the number of officers should go up to 45 and that of the subordinates to fifty or a hundred and the number of artisans would go up to 817. That is, of course, apart from irrigation. He is speaking purely of the Hydro-electric scheme. Sir William also told us that the Ganges grid and its tube-well system have shown conclusively that sub-soil irrigation can be developed over wide areas of grid country, where power is available, at isolated points, at 9 pies per unit (low tension) In April next, he expects that 800 tube-wells will be working and he has just completed the project under which 1,350 such wells will be in operation in the summer of 1937 irrigating about 600,000 acres and protecting  $1\frac{1}{2}$  million acres. We are further told that over 300 small zamindars have adopted electric power installations, within the last 3 years. in private capacities, apart from the State tube-wells.

*Sir  
Alexander  
Gibb's  
Report*

“ Sir Alexander Gibb's report also confirms our estimate ” says Sir William Stampe, “ that power can be supplied to river pumping stations on the Gogra and Gumti at 6 pies per unit which enables us to proceed with projects for pumping from these rivers into short concentrated canal systems along the bank, thereby avoiding the long length of unremunerative channels which wreck the financial prospects of any major canal system by gravity flow We are, therefore, proceeding with the three projects for pumping from the Gogra, Gumti and Kahan rivers at a total of about 600 cusecs I have no hesitation in saying that Sir Alexander Gibb's report (which is based on a joint inspection by one of his senior engineers who came out by aeroplane in February and myself) opens up a new vista of prosperity for those parts of the province which hitherto had no hope of agricultural relief ”

381 We have, in particular, referred to Sir William Stampe's evidence in respect of the grid system and the expansion of it, on which he appears to be so keen, only because we think that the value of public works as a means of economic prosperity and also as a means of employment for the highly and the moderately educated classes, as also the artisan classes, has already been recognized by Government. This, no doubt, touches only one aspect of the policy of public works. Conceivably there are other aspects of public works with which the economic prosperity and the possibility of finding employment for a fairly large number of young men, who may have received education in schools and also at the universities, seems to us to be intimately bound up.

382. We are bound to point out what Mr. Butler says in regard to the financial aspect of this policy of public works :

“ Beneficial results only seem to accrue,” says Mr. Butler, “ where public works are financed by loan rather than by taxation. To increase taxation, in times of depression is liable to hinder fresh enterprise and thus, in the last resort, tends only to displace men from private industry to employ them on public works. Where, however, money, for which there is no outlet in private investment, can be borrowed at cheap rates for schemes of national development, the volume and the velocity of monetary circulation is increased, and as a consequence the aggregate amount of employment tends to expand. It is, on this principle, that the large national loans raised in Japan, Sweden and the United States have been justified and appear to have had salutary effects on the economic position, although they involved an unbalanced budget, or more accurately perhaps, at least in the case of Sweden, a budget balanced over a period of years instead of annually. It is, of course, obvious that such a bold departure from the canons of orthodox finance is not feasible in all cases. It can only be done where the financial situation of a country is strong enough to lay out—that is to say, where it can be done without risk of inflation or without weakening national credit ”

He then points out that “ public works are economically effective in combating depression only when accompanied by an expansionist monetary policy ”

While making these observations, he utters a note of warning also to the effect that

“ Expenditure on public works is only one form of public expenditure, and it cannot by itself,” he says “ be expected to provide a complete remedy for unemployment, nor is it an expedient which can be readily and easily applied. It is generally agreed that work should not be undertaken unless it is of real economic value, and a distinction is often rightly drawn between work of this kind and mere relief work initiated simply to create employment, though the repudiation of relief work is sometimes couched in terms, which almost suggest that genuine schemes of public development have little or no employment value ”

383. We are aware that some of the views of Mr Butler, especially, so far as they relate to the financing of development schemes by loans, run generally counter to the orthodox financial canons of Governments in India. We are only anxious to point out the line of advance, in this direction, which has been adopted in other countries, and it may very well be that if, consistently with

the needs of these provinces and their resources, a bold and courageous policy of expansion supported by a long term loan is adopted, and carefully thought-out schemes of public works affecting agricultural and industrial life of the country are prepared by experts, Government may not only help the economic prosperity of these provinces but also materially contribute to the solution of the problem of unemployment among the educated youth of these provinces, but, of course, we express this opinion with considerable reserve, as we do not feel called upon to discuss the question of finances and the means to be adopted by Government for raising funds, nor do we think that as a committee, we are in a position upon the materials before us to offer any considered advice.

## PART V

## CHAPTER XVIII

## BOARDS OF EMPLOYMENT

384. A large number of witnesses, including some officials and many educationists and representatives of the Chambers of Commerce, have strongly supported the creation of some agency for the purpose of helping young men in approaching employment. We do not consider it necessary to refer to the evidence of those witnesses. We have already referred to the recommendations contained in the report of the Committee appointed by the Government in these provinces in 1927, and shown at an earlier stage of our report, that very little action has been taken upon those recommendations. We have also referred, on this subject, to a note of Mr Harrop. It is true that the Education Department issued instructions to the Inspectors of Schools to arrange for meetings of the heads of institutions at each educational centre for the purpose of getting into touch with employers, and for collecting and disseminating further information regarding possibilities of employment, such as, openings in local business. Mr. Harrop has referred to the Unemployment Committee of the Headmasters' Association in England, which is supposed to be the most efficient of the agencies which have been established there to advise as to the choice of employment and work amongst secondary schools. As we have already said, we are not in a position to say that the instructions, issued by the Department have produced any appreciable results, or have afforded general satisfaction.

385. We consider it desirable to draw attention to what has been done at the two leading Universities of Oxford and Cambridge in England. At Cambridge, an Appointments Board was established on the 27th February, 1902, in the first place for a period of 5 years, having been preceded by a non-official body called the Cambridge Appointment Association, which did valuable pioneer work. The Appointments Board has since continued to act, and we have been furnished with copies of its report during the last 3 or 4 years. We shall only refer, here, to the report of the Appointments Board

*Oxford  
and  
Cam-  
bridge.*

for the year ended 31st December, 1934. The total number of appointments gained, in the year 1934, was 525. In addition, technical training in vocations was found for 59 men. The appointments were distributed as follows Government Service, 62; Educational, 233, of which 33 were of a temporary nature, Commerce and Industry, 220; Professional Clerkships, etc., 10. Under Educational, the figure of 233 appointments compares with a figure of 186 of the previous year. The report says :

“ Almost all the better known public schools have been in touch for years past, and the recent extension of schools enquiring has been principally among other secondary schools and institutions . As regards Commerce and Industry, the figure of 220 compares with a figure of 205 last year. The demand for suitable young men, direct from the University has been satisfactory, a larger number of such candidates could be readily placed. The difficulty reported in 1932, of placing older men, who have lost, or, for one reason or another, been obliged to relinquish appointments, remains acute ”

386. We understand from the report that undergraduates almost always register with the Appointments Board, unless they have a clear course to employment. The constitution of the Board at Cambridge is as follows :

- (1) The Vice-Chancellor, who is the Chairman ;
- (2) Five members appointed by the Senate ;
- (3) Members appointed by the several Colleges ; and
- (4) Eighteen co-opted members.

The aim of the Appointments Board is “ to facilitate the employment of graduates of the University, in the various professions and occupations, for which they are fitted by their university training.” The idea of the Board originated with certain leading members of the University and certain prominent men of business. They believed that even graduates, destined for those positions to which a university education is the traditional avenue, required, in many cases, assistance to guide them to the particular places they aspired to occupy. But they further believed that benefit would accrue to the University, as well as to the country at large, if the number of occupations, for which a suitable university course was an appropriate training, could be increased. It is the duty of the Board to collect and distribute information respecting appointments, which may be appropriately filled by members of the University, and

to establish and organize means of communication between candidates for such appointments and the persons or bodies making the appointments. Among others, the appointments, of which the Board takes special cognizance, are those connected with the following :

The Navy, The Army, The Diplomatic and Consular Services, The Home, Indian and Colonial Civil Services and other public Services in India and the Colonies, Educational Work at home and abroad, Law, Journalism, Banking, Railways, Shipping and Ship-building, Commerce, Technical Industries and Instruction, Engineering, Architecture, Agriculture, and such positions as those of Secretary, Actuary Accountant, etc. The Board deals also with purely scholastic appointments, such as Assistant Masterships in English schools. For this purpose, it has a special department. It may be pointed out that the Board assume no obligation to recommend any graduate, on their registers, for any particular appointment, unless it is satisfied that he is a qualified and suitable candidate. Its recommendations are confined to Cambridge men, personally known to the members or to College authorities, who are in relation with the Board. The intimate knowledge, it possesses of the graduates on its registers, gives to its recommendations the weight of personal authority, without the risk of personal bias. We desire, particularly, to draw attention to a statement in the official report that :

“Progress has been made in promoting the employment of graduates, in connexion with the industries of the country, both in their organizing and scientific departments. It has now become less necessary to argue the general question of the desirability of a university education for those who are about to engage in an active business life, but it may be desirable to state that the Board does not suggest that every graduate, even among those of high academic distinction, is *ipso facto* qualified for immediate employment in industrial concerns”

387. In their opinion, “among the body of graduates a considerable number are specially adapted alike by ability and by education to become organizers of the first rank.” We may add, that, apart from the reports which we have stated, we are informed by our Chairman that he personally interviewed the Vice-Chancellor, the Master of Corpus Christi College of the Cambridge University and several other gentlemen connected with

the Board, and the impression, created on his mind, was that the Board had done very useful work for the graduates of the University and that its services were widely appreciated.

388. Similarly, there is a Committee for Appointments at Oxford consisting of (i) the Vice-Chancellor (ii) the Proctors, (iii) four persons who are appointed by the Hebdomadal Council from among its own members, (iv) one person who is appointed by the Curators of the University Chest from among their own members, (v) one person who may be appointed by each of the Colleges, Halls, the New Foundation for Academical Study, and the Delegates of St. Catherine's Society, (vi) not more than fourteen other persons co-opted by the Committee. There is reason to believe that the Committee at Oxford, too, has done much useful work. We have carefully considered whether there should be, in these provinces, such an Appointments Board, the main work of which should be to bring deserving graduates on their register, for particular appointment, to the notice of the appointing authorities. We are distinctly of the opinion that such a Board is needed in these provinces. At the present moment, there is no such organized agency to help our young men at the Universities, with the result that, very frequently, they have to go from door to door asking for recommendations or, to use the expressive Indian word "sifarish." Our young men, after graduating from the universities, find the whole atmosphere demoralising, and nothing is more disconcerting to a young man than to find that he has been passed over in favour of another man who has been selected, not on personal merits, but because he can command influence, or on considerations which have nothing to do with personal merits or qualifications. The present system, under which our young men have to work to get employment in Government service, or in industries is, in our opinion, calculated to breed discontent and embitterment. We believe the feeling is growing among them that there is no one to look after their interests, and naturally, when they are disappointed, their disappointment is translated in terms of bitterness against Government and society. The moral effect, in our opinion, therefore of appointing a real and well-organized Appointments Board will be great and there is no reason why such a Board if it is properly constituted, should not be able to render some help, at

least, to a fairly good number of men. We do not say that the recommendations of this Board shall be binding on the various departments of Government, to whom they may send up certain names, but the very establishment of this Board will provide, in our opinion, a straightforward method of approach to employment, which we think is a pressing necessity.

389. We do not think it necessary, or proper in our report, to lay down the constitution of this Board. Bearing in mind, however, that there are five universities in these provinces and such departments as Education, Industries and Agriculture, we think that the Board should consist of the Vice-Chancellors of these Universities and certain other representatives, the heads of the departments we have mentioned, a certain number of influential public men, who may approach these questions, irrespective of considerations of caste and creed, and a certain number of businessmen, European and Indian. We do not think that it would be desirable to have a multiplicity of these Boards for various universities. We think one single Board should be created, and power should be given to it to appoint a small Working Committee with a proper staff. It should be financed partly by the Universities and partly by Government. We think that if a Board, such as we have envisaged, is created, graduates and undergraduates will be willing to apply for registration. At the present moment, any attempt in this direction, made by individual universities or colleges, fails to receive any response, because the graduates feel that there is no seriousness about it, and also because such committees do not command any influence.

390. Similarly, we think that there must be a Board for the products of secondary schools, intermediate colleges, vocational schools, medical and agricultural schools and industrial schools, and we would suggest that this Board should consist of the Director of Public Instruction, the Directors of Industries and Agriculture, Head Masters, Inspectors of Schools and a certain number of non-officials, zamindars and business men. We do not think it necessary to go into further details. This Board should be financed by Government.

391. Among other duties of these Boards should be the duty of keeping regular statistics of graduates and undergraduates, of men who are employed and who

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are out of employment. For this purpose, they will have to lay down their own definition of employment and unemployment, and, probably, they will expect, in this respect, some sort of co-ordination between themselves, the Universities and the Education Department authorities.

392. Accordingly, our recommendations are—

(1) That an Appointments Board, for the graduates of all the five Universities, in these provinces, including the products of such institutions as the Harcourt Butler Technological Institute, the Agricultural Colleges at Cawnpore and Allahabad, and the Engineering College at Roorkee, should be established, more or less modelled on the Appointments Board at Cambridge.

(2) The Appointments Board should consist of the Vice-Chancellors of the Universities, certain heads of departments, such as Education, Industries and Agriculture, and some public men, and a certain number of business men, European and Indian.

(3) The University Appointments Board should be financed partly by Government and partly by the Universities.

(4) Similarly, there should be a Board created for the products of secondary schools, intermediate colleges, vocational schools, medical and agricultural schools and industrial schools, and this Board should consist of the Director of Public Instruction, Directors of Industries and Agriculture, Head masters, Inspectors of Schools and a certain number of non-officials, zamindars and business men. This Board should be financed by Government.

(5) Power should be given to these Boards to appoint Working Committees.

(6) We think that these Boards should be required to keep statistics of employment among the graduates of the Universities and the products of secondary schools, intermediate colleges, etc., and from the sources indicated in no. (1)

## CHAPTER XIX-A

## CONCLUDING REMARKS

393. We have, in this report, discussed at length the evidence, which was recorded by us, and the various memoranda which we have been able to secure, from one source or another. We have done all this to draw attention to the gravity of the problem. That such a problem exists few people are disposed to deny. What exactly is the extent of it, and how dangerous its possibilities may be, if no concerted attempt is made to solve it, is not so clearly recognized. We think that the position was, if we may respectfully say so, very well summed up by His Excellency the Viceroy, in his speech delivered at the Universities Conference of 1934.

“From the point of view of the students concerned, it is heart-rending that many young men, who have fought their way successfully up the educational ladder and have gained high degrees and distinctions, often, in spite of many obstacles and handicaps, are yet unable to find means either of maintaining themselves or of serving their fellow men. From the point of view of the country, it is disastrous that the labours and initiative of these young men should be running to waste. Keen and unmerited disappointment, accentuated by irksome inactivity, are apt to lead high-spirited young men into dangerous and unexpected channels. I am well aware that universities cannot by themselves create developments in industry and commerce; in these respects, they are enchained by forces over which they have little or no control. But it is undoubtedly within the province of educational authorities so to adjust the general scheme of education that the bent of students and pupils shall be turned towards occupations, best suited to their conditions and capacities.”

394. We need scarcely say that we are in the fullest agreement with these sentiments. We would only venture to point out that what His Excellency has said has been recognized also in other countries, where the same problem has been taxing the ingenuity and resources of Governments. We fear that the cry of “University Education in Danger” is a very easy cry to raise, but we earnestly hope that the present position will be dispassionately realized, not only by those who are interested in University Education, but by the general public at large who must be interested in the future of the youth of this country. If we may quote another authority of great distinction, Professor Ernest Barker.

“ . . . a University population—a population largely exceeding the *optimum* number—may produce two bad results. It may congest the universities, it may reduce their system of instruction to a system of mechanical mass-production, it may lower their standard of examination to the standard of mere mechanical attainment. Again, it may tend to produce an unemployed, or uncongenially and inadequately employed, intellectual proletariat, and an intellectual proletariat is the seed-bed of revolutionary movements, political and economic ”

395. It is not that we desire to restrict University education, or to place any kind of obstacles, in the way of those, who are likely to benefit by University education. It is, because we feel that there is an urgent and pressing need for educational reform in these provinces, where the problem of unemployment has already become very acute, that we have made certain suggestions. If we may quote a high educational authority in India, Sir George Anderson,

“ though education cannot by itself create opportunities of additional employment, the serious degree of unemployment among the middle classes in India is much accentuated by grave defects in our educational system ”

396. We think that the remedy for the evil does not lie merely in stiffening university standards or restricting the number of entrants. The true remedy, on the educational side, lies, in our opinion,

(a) in reforming primary education ;

(b) in rescuing secondary education from its present position, in which it is supposed to serve as a bridge to higher education at the universities, and in making it independent of university education, self-sufficient, and at the same time, more varied in its content ;

(c) in encouraging practical research at the universities, and in establishing more points of contact between the universities, on the Science side, and industries ;

(d) in making professional education, given by the universities or other higher institutions, more thorough, more efficient, and more up to date ;

(e) in re-organizing professions, so as to secure, on the one hand, that the number of those joining these professions, is not far in excess of the public demand, and, on the other, to secure a rigorous enforcement of standards of efficiency and conduct ;

(f) in creating new avenues of employment.

397. Similarly, we think that, apart from educational reform, which we consider to be of the greatest importance, there must be a development of vocational education, on modern lines, by establishing efficient vocational schools and giving them the proper atmosphere, which they lack, at present, and helping the products of the schools in placing them with industries and other employers of skilled labour. So also, there is the need for the development of agriculture and industries on modern lines, and thus providing employment to trained young men, provided, our landed proprietors, industrialists and businessmen take or are persuaded to take interest in them. We do not think that there can be one single remedy which can solve the question of unemployment, or that the problem of unemployment can be solved immediately, but we do think that, if it is attacked systematically on a well-conceived plan, with the resources available to Government, a great deal of relief can be given to the unemployed among the educated men, while, if Government are prepared to spend more money on the development of the resources of the country, on reorganizing the entire system of education and encouraging and fostering a true spirit of industrialization, a great deal more may be done.

398. In conclusion, we would like to place on record our appreciation of the services of Mr. Sohan Lal Srivastava, M.A., B.Sc., P.C.S., the secretary of our Committee, who has during the last one year, been working assiduously in the collection of material, and who has generally been of great assistance to us. We would also like to place on record our appreciation of the small staff which was placed at our disposal, and which had to work very hard, considering the amount of material which it had to handle and to put in order for us.

## CHAPTER XIX-B

**SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS**

399. We give below a summary of our main conclusions and recommendations to be found in the body of the Report

**INTRODUCTORY**

Unemployment statistics, relating to educated young men, should be maintained by Government, the Universities, the Education Department, and other Departments and Local Boards, more or less on the lines indicated in the Introduction to this report.

## CHAPTER III

*(A) Civil Engineers*

Unemployment amongst Civil Engineers has increased since the stoppage of recruitment to the Buildings and Roads Branch and has become much more acute since the stoppage of recruitment in the Irrigation Branch consequent on the financial depression since 1931. It is recommended—

(1) that the policy adopted in connection with Buildings and Roads in 1922 should be reconsidered and revised to secure adequate supervision of all Government buildings and roads ;

(2) that stringent rules and regulations should be laid down to make it compulsory for Municipal and District Boards to have qualified engineers and overseers to maintain the roads and buildings under their control in efficient condition ;

(3) that in order to secure reliability and efficiency of execution of contract work it should be ruled that A and B class contractors must have qualified engineers as employees or partners and all C class contractors should similarly have overseers as partners or employees ;

(4) that to secure compliance with these recommendations the existing laws and rules may be amended, if necessary.

*(B) Mechanical and Electrical Engineers*

Some arrangements should be made for affording opportunities to Mechanical and Electrical Engineering Students for receiving practical training. For instance while placing Government orders with firms it may be stipulated that subject to other terms and prices being the same, preference will be given to firms that will afford facilities for practical training of Indian engineers recommended by Government.

*(C) Graduates in Mining and Metallurgy*

(1) The students trained at the Engineering College, Benares, have, hitherto, generally, been successful in securing employment somewhere or other in India.

(2) There is scope, both in British India and in the Indian states, particularly in those where there are mines, for the employment of men, trained in Mining and Metallurgy, but unfortunately young men belonging to the United Provinces have hitherto been slow in availing themselves of the educational facilities offered by that University.

(3) It is necessary that some wellthought-out system for imparting such practical training to civil, mechanical and electrical engineers should be provided, and this may necessitate some consultation with, and co-operation on the part of some departments of the Government, factories and big industries, in these provinces, and possibly outside. The preparation of such a scheme should be left to experts. Steps may also be taken to prepare a scheme to complete the practical side of the education of mechanical and electrical engineers so that they be fit for immediate employment by the Government and industrial concerns.

*(D) Chemists*

While graduates in Chemistry succeed more than others in getting employment, they are not always fairly treated by their employers. The employers not unoften break their contracts with their employees. The remedy for these trained scientific employees is to organise themselves to enable them to deal effectively with unsatisfactory and unsympathetic employers.

*(E) Products of the Technological Institute*

No recommendations regarding the products of the Technological Institute can be made, as the percentage of employment among them is high and very satisfactory.

*(F) Bachelors of Commerce*

(1) The B. Com.s of the Allahabad and Lucknow Universities have been particularly fortunate but this good luck has not attended the careers of those who have taken degrees in Commerce from the other provincial universities. The utility of the B. Com.s is considerably discounted partly because of prejudice among Indian businessmen and partly because—and it seems to be true—that their education is almost theoretical and does not fit in with what is required by commercial houses or business offices.

(2) All universities, which provide for instruction in the Bachelor of Commerce course, should make arrangements for some practical training being given to their B. Com. students, in consultation with the possible employers of such men, so that they may have some idea of work done in commercial houses or those departments of Government, where there may be scope for their employment.

*(G) Medicine*

(1) There is a considerable amount of unemployment prevailing in the medical profession in these provinces due to the tendency of the medical practitioners to congregate in big towns and cities where the remuneration is higher than in the rural areas though precise figures are not available.

(2) The system of medical relief in hospitals, maintained by Government or district boards or municipal boards, requires re-organization and the strengthening of the staffs employed.

(3) It is necessary that medical men should be persuaded to settle down in rural areas in larger numbers and for this purpose, it is necessary to subsidize them on a more generous scale than has hitherto been done.

(4) Investigation should be made into the efficacy of the indigenous drugs according to the modern methods, and after the recognition of such medicines by the medical profession and their standardization, industries for the manufacture of such and other drugs should be started, and, if necessary, subsidized at the initial stages. If this is done, it should provide employment for a sufficiently large number of qualified medical men.

(5) There is room for the complaint that the system under which a single man is appointed to treat patients, for all sorts of diseases, cannot be treated as a very modern or an up-to-date system. The attachment of private practitioners to hospitals, maintained by Government or local boards, should be encouraged so as to give the private practitioners a chance of becoming more efficient.

### *(H) Public Health*

(1) This Department can provide scope for the employment of a fairly large number of educated men ;

(2) Posts of assistant superintendents of vaccination, which have, hitherto, been given to men who are not even Matriculates, should in future be given to men who possess some medical or scientific knowledge.

(3) The number of medical officers employed in municipalities admits of an increase, and such municipalities as have not got medical officers of health of their own should be asked to employ qualified men.

(4) New schemes of sanitary improvement, both in the towns and the villages, should be taken in hand, and qualified medical men, possessing some diploma or degree in Public Health, should be employed by district boards.

(5) That more adequate provision should be made for medical inspection and treatment of school-going children in the province and for that purpose the strength of the medical staff should be increased.

(6) If the district boards have not got sufficient funds to employ qualified medical officers, they should be helped, as far as possible, by Government with financial assistance, unless, by a re-arrangement of their budget, or by fresh taxation specially for this purpose, it is possible for the district boards to find the necessary funds.

### *(I) Subsidiary Branches of Medicine.*

#### **(1) Pharmacy**

(1) The system which has been in vogue in these provinces since January, 1928 for the training of compounders, appears to be wholly inadequate, and falls short of the standards suggested in Colonel Chopra's report.



(2) Provision should be made for the training of men in Pharmacy, and the necessary qualifications should be prescribed by the rules and regulations, for those, who may seek such education, and after an examination, held by a duly constituted authority, the successful candidates should be granted a diploma.

(3) In future, Government should employ exclusively, in their hospitals and dispensaries, such qualified men as Pharmacists.

(4) Suitable legislation should be passed, organizing this profession, providing for education, examination, and the grant of diploma, and penalising the employment by private agencies of unqualified men.

## (2) Dentistry

A School of Dentistry should be established at King George's Medical College, Lucknow, and suitable legislation, modelled on the English Act of 1921, should be passed, prohibiting in future the practice of dentistry by persons, other than those on the Dentists' register kept by the Dental Board of these provinces to be created by that Act.

## (J) Law

The legal profession in these provinces, is far too crowded, with the consequence that there is a great deal of unemployment in it. It is, and ought to be, a very honourable profession ; but it has lost a great deal of prestige and position in these provinces, and, unless some measures are taken to re-organize the profession, we are afraid that, in a few years' time, the conditions of the profession will be even worse.

(1) Lawyers practising in these provinces should be divided, at their option, into two classes, viz. :

(a) those, who will restrict themselves, exclusively, to the proper function of a counsel, that is to say, who will appear, in Courts of Law, to examine witnesses, to argue cases, and to do all other work which properly falls within the province of a counsel ;

(b) those, who will apply themselves, exclusively, to the drafting of legal documents, and doing all such other acts, as may be necessary for the completion of a legal transaction, or the progress of a lawsuit or a legal proceeding in a Court of Law. In their case, partnerships should not only be allowed but encouraged.

(2) A member of one class should not be allowed to encroach upon the province of the other, though it should be open to a member, who merely "acts", to consult a person performing the function of a counsel.

(3) Arrangements should be made, by the universities and the Bar Councils, for giving training, to law students at the various universities in conveyancing, drafting and pleadings.

(4) Legislation should be passed, in order to guard against the evils resulting from the employment of unqualified draftsman, and also to protect trained lawyers doing the work of draftsmanship. It is necessary that there should be some legislation, providing that no petition or application by a litigant, which he intends to present to a court of law, shall be drawn up, for him, by anyone, except a qualified lawyer ; and, further, that a compulsorily registrable document shall not be received for registration by the Registration Department, unless, on the face of it, it bears the certificate of a qualified lawyer that it has been drafted by him on instructions received from the executant, an exception being provided in the case of a testamentary document, which a person writes in his own hand, or where such a document is written for him and at his instance by any person other than a qualified lawyer, under circumstances in which it could not be written or drawn up by a qualified lawyer or draftsman.

(5) While a student may attend the chambers of a practising lawyer during the course of his studies, or even after taking his law degree, if that is considered to be necessary, the old rule which required, in the case of a vakil, that he should have put in some years of practice in a district court, before he applied for permission to practise at the High Court, should be restored.

(6) A senior bar should be created and there should be the institution of King's Counsel which prevails not only in Self-Governing Dominions, but also in some of the Crown colonies, provided, of course, that those who shall accept the higher status shall also accept all the obligations, which are accepted by King's Counsel in England.

### *Legal Education*

(1)(i) The subject of legal education at the universities must receive greater attention than it has hitherto

done, provision being made for adequate instruction in subjects, which have hitherto not received due attention.

(ii) A Council of Legal education should be created consisting of the representatives of:—

(1) the teachers of Law and Civics ;

(ii) some eminent lawyers whose function must be to promote higher legal education ;

(iii) some judges.

(2) The course of study for a Law degree should not be of less than three years.

(3) There must be liaison established between the Faculty of Law and the Bar Council, and the work of teaching should be divided between the two.

(4) A larger number of teachers, more adequately paid than they are at present, should be employed for legal education.

(5) Concerted action must be taken, by all the universities in these provinces.

(6) If the lengthening of the course of study should affect the candidates for judicial service adversely, in respect of the age qualification, the rules should accordingly be changed.

### (K) *Other Professions*

(1) There is great need for creating and developing some new professions, so as to provide new careers for our young men.

(2) Apart from such professions as Pharmacy and Dentistry, professions such as Accountancy, Architecture, Librarianship, Insurance work, Secretarial work, and Journalism, can be, and should be created in these provinces. Instruction in Accountancy, and Insurance work, and Secretarial work, should be provided for by the universities, along with, or in addition to, the course prescribed for the B.Com. Examination. They should institute separate diplomas in all these subjects. Possibly, some of the subjects could be taught, at an earlier stage, in the secondary schools or the Intermediate Colleges.

(3) The universities should arrange for a course of instruction in Journalism and Librarianship and should institute diplomas in these subjects.

(4) The very meagre instruction in Architecture now given at Roorkee should be expanded into a separate Diploma class in Architecture, branching off from the main Civil Engineering class after the first year, because the subject of Architecture has considerable kinship with the subject of Civil Engineering for which the Roorkee College is the best institution in this country.

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#### CHAPTER IV

##### GOVERNMENT SERVICE

(1) There are certain departments, which are admittedly overworked, and there are certain others, such as the United Provinces Service of Engineers, class (u), Irrigation, Hydro-electric Branch, which are waiting for development.

(2) There are other departments, such as Public Health, which are said to be overworked and there are certain other departments like Medical, in which recruitment, though, not wholly stopped, has been restricted. Apart from the fact that such restriction has caused unemployment, it has also affected the efficiency of these departments.

(3) A considerable amount of unemployment must be attributed to the retrenchment, of about 2,000 to 3,000 employees, in the Settlement Department.

(4) The United Provinces Civil Judicial Service appears to be particularly overworked, and in the interest of efficiency, and to avoid delays in disposing of judicial work, the strength of the cadre of the judicial service, and the staffs of civil courts, should be increased.

(5) It is impossible to make any definite recommendation, as to the restoration of posts in certain departments, or the number of new posts to be added, as this is a matter for separate departmental inquiries; but

(a) Government should take in hand, either directly, or through small departmental committees, the question of restoration of posts, which have been retrenched, or the addition of such posts as may be necessary, having regard to the nature of work in each department, and the arrears that there may be in it. Probably, such restoration could not take place, all at once, but there must

be a graduated scheme of restoration, and plans for such development should be prepared by the departments concerned.

(b) Except in regard to those appointments, for which university education is necessary or useful, Government must prescribe their own standards for subordinate services and recruit new men, either through competitive examination, or by selection, according to the needs of each department.

(c) In regard to the subordinate services, which attract by far the largest number of young men, the age-limit for entrance should be reduced. This will prevent a great deal of wastage at the universities, by enabling young men, after the completion of their secondary school education, to enter life, without the necessity of possessing university degrees.

(d) The Public Service Commission, which has been recommended under the new constitution for the provinces, should be created at an early date, and in future, the conduct of competitive examinations, and generally, the recruitment of candidates for such appointments, should be placed in the hands of the Public Service Commission.

(e) There must be a Local Self-Government service created, and appointments, which are at the present moment made by municipal and district boards, and in regard to which there is very unhealthy canvassing, should, in future, be filled up out of a waiting list of candidates, maintained by the Ministry of Local Self-Government. When a board, municipal or district, desires to fill up a certain appointment, it must apply to the Ministry concerned, and the Ministry concerned may, in the case of each appointment, suggest three names, out of which the board may select any. Rules and regulations with regard to such service, emoluments, security of tenure, promotions, etc., should be framed, and in the event of dismissal, a member of such service should have a right of appeal to the Ministry of Self-Government, or to the Public Service Commission.

(f) The rules, regarding the age of retirement, should be rigorously enforced, and with a view

to give a fair chance to young men, no extension should be granted, to any public servant, after he has completed the 55th year of his age.

(g) Men, who have retired from Government service, should not be employed by local bodies, if and when, young men possessing the necessary qualifications are available for such appointments.

## CHAPTER V

### AGRICULTURE

#### *A—Agricultural institutes and their products*

(1) There is appreciable unemployment among the students who have received training at the Agricultural College, Cawnpore, and such men do not appear to have been employed, in any appreciable numbers, by big zamindars, in these provinces.

(2) There is justification for the complaint that the education, which is given to the students of the Agricultural College and also at the agricultural schools, is more theoretical than practical. Steps should be taken to provide for some practical training to students receiving training in agricultural institutes, and where it is possible, they should be attached, for a certain period of time, to Government farms, or to other farms or *zamindars*, to enable them to acquire some practical knowledge of the working of agricultural operations and the institution of *zamin-dari*. At the end of the practical training such students should receive a certificate of their fitness as practical farmers from some competent authority which may be prescribed by the Ministry of Agriculture.

(3) It is desirable that graduates and the diploma holders of the Government colleges and schools should be encouraged to follow scientific farming within the provinces as a means of earning their living and recruitment for Government service in the department should be made from among those graduates and diploma holders who have done practical farming for a certain number of years. In the case of such men, the rules relating to age for recruitment should be amended accordingly. Further, it is necessary to strengthen the Government Agricultural Department by the addition on its staff of scientifically trained farmers with practical experience.

*B—Agriculture as a profession*

(1) It is extremely doubtful whether the schemes of colonization, which have been taken in hand, will make any appeal to that section of the educated classes, which has no connection with land, though, it is likely that such schemes may be helpful in removing unemployment, in the case of those among the educated classes, who belong to the agricultural community, or who have connections with village life, or who have imbibed, in their early life, some agricultural tradition.

(2) It is very doubtful as to whether subsidiary industries, such as fruit-growing, dairy-farming, market gardening, floriculture, sericulture, poultry-farming, canning, pisciculture, spinning and weaving, carpet-making, clay-modelling, rope-making, pottery, cattle-breeding will attract a large number of our educated men, unless they are adequately trained and financed, or subsidized for such industries, though several of these industries can be and should be developed with advantage to the country.

(3) The development of dairy-farming is a possible avenue of progress, provided, the law relating to the adulteration of food-supplies, is stiffened, and an adequate knowledge of the subject and funds are available, and the public are prepared to pay for unadulterated milk and milk products.

(4) There is scope for the employment of educated men as farm managers and as estate managers, provided proper training is given to young men, and arrangements are made, for giving them opportunities to acquire practical knowledge of these subjects. In this matter, it is necessary that the point of view of the big zamindars should also undergo a change.

(5) The Provincial Government should press the Central Government to take steps to inaugurate some policy which will raise the price level of agricultural products in the country. (*Vide* Mr. T. Gavin Jones' note on page 261 of this report which is commended to the careful consideration of the Government.)

## CHAPTER VI

### INDUSTRIES

(1) To supplement the result of the industrial survey made in the years 1921-22 and in view of the altered situation, a detailed industrial and economic survey of these provinces should be made, with a view to find out what industries, big or small, can be developed.

(2) Industrial research workshops should be established, and, if possible, they should be located at different university centres, where there are good science laboratories, or at important industrial centres.

(3) The grid system under the control of Sir William Stampe, which has already found employment for a number of educated men, should be further developed, and cheap electricity should be supplied for the development of big industries, and also for such cottage industries as can be run more effectively and cheaply by the use of power.

(4) So far as small industries in these provinces are concerned, a special officer should be deputed to Bengal, to study the working of the Bengal scheme referred to in our report; and, subject to adaptations to local needs and conditions, a scheme for helping educated young men in starting small industries should be prepared, and a beginning should be made, in this respect, in certain centres, in these provinces. Not only should the young men adopting such careers be subsidized, under rules framed by the local Government, but they should also be helped by expert advice.

(5) For the proper organization and development of small industries, Government should take steps to collect authoritative information in regard to the running of small industries in Japan and in European countries.

(6) The recommendations of the Industries Re-organization Committee, in regard to sugar and oil, deserve support and the claims of textile and leather industries may also be pressed, but if Government are called upon, by private capitalists, to give them any assistance in this matter, it must be on the distinct understanding that they will employ a certain number of qualified educated men for technical work in their concerns, irrespective of any considerations of caste or creed.



(7) The glass industry is an industry, in which these provinces are most vitally interested, and, therefore, the decision of the Government, refusing to accept the recommendations of the Tariff Board, for the protection of glass industry, should be revised. If the glass industry receives any assistance from the Government, Government should demand, from those interested in it, that they shall employ a certain number of qualified educated young men, belonging to these provinces, in their concerns. So far as the recommendations of the Industries Re-organization Committee include the development of glass industry, they also deserve support.

(8) The recommendations of the Industries Re-organization Committee that special attention should be paid to the marketing of the products of cottage industrialists, giving them expert advice, and carrying on experimental research work, should be given effect to.

(9) Steps should be taken—

(a) to bring qualified educated men into touch with commercial houses for employment; and

(b) to foster and encourage the organization of co-operative stores, wherever possible, employing educated men who have received proper training in salesmanship, etc.

(10) Particularly, the recommendation of the Industrial Finance Committee that the minor industries and many of the cottage industries in the United Provinces require some better form of organization than that provided by the Arts and Crafts Emporium, to link the purchaser with the manufacturer, to improve the quality of work produced by artisans, to help them financially and to obtain for them more remunerative prices, is supported.

For all these purposes, an institution working on joint stock lines bearing the title of the United Provinces Financing and Marketing Company, Limited, should be established at an early date. Such a company, by itself, should secure employment to a certain number of educated men, and if the work of marketing is developed, it may provide employment to a number of trained men.

(11) It is essential to the development of industries that the present system of the adjustment of Railway goods freight rates should be considered by a competent committee appointed to examine into the incidence of railway freight charges on the industries

of the country with a view to the encouragement and development of industries and the internal trade of the country, and if found advisable to appoint a permanent railway freight tribunal to fix railway freight throughout India in the interest of all concerned.

(12) (a) The Industries Department should possess a larger number of experts for technical advice on such industries, major or cottage, as may be developed; and the Head of the Department should be a practically trained industrialist.

(b) The department should have a separate and well-organized intelligence and publicity branch, which should furnish necessary information to industrialists and persons interested in industrial careers, by publishing leaflets or pamphlets on various industries, and giving the necessary information in regard to each one of them.

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## CHAPTER IX

### TECHNICAL, INDUSTRIAL AND VOCATIONAL EDUCATION

(1) There is a great and growing demand for the expansion of industrial and vocational education in these provinces.

(2) The following recommendations of the Kharegat Committee are supported—

(a) that there must be adequate facilities for industrial training,

(b) that, in addition to fully staffed and well-equipped central schools and commercial extension courses, arrangements should be made, for giving an industrial bias to the training, imparted at general educational schools,

(c) that arrangements should be made with firms, factories and master-craftsmen, for taking students as apprentices, suitable fees being paid to them for the purpose;

(d) that elementary industrial schools for boys, and tutorial classes for artisans, should be maintained.

(3) The right course to follow would not be to diminish the existing facilities for technical education but to reorganize and remodel them so as to make them more efficient.

(4) It is not enough to establish new industrial or vocational schools, or to re-model or re-organize the existing ones, without, at the same time, creating an agency for placing the products of these technical schools, and for establishing them in new careers. Without this, the multiplication of the industrially and vocationally trained young men, who cannot settle down in life, may accentuate the problem of unemployment, and may create fresh difficulties both for Government and society.

(5) Regional vocational guidance authorities, consisting of teachers and representatives of other interests, such as commerce and industry, should be created, by the Ministry of Industries in these provinces. The vocational guidance authorities should not only take an interest in vocational education, but should also be under an obligation to establish contacts with educational institutions and actual industries of the locality or the neighbourhood and to help the products of such schools in securing employment in such industries.

(6) Where there exists a large and well-defined industrial or commercial area, within the territory of a district or a group of districts, regional committees, to look after the educational interests of that area and to help qualified young men, should be created.

(7) The importance and necessity of developing apprenticeship in industries and crafts should be emphasised. This will only revive a very old tradition in Indian industries and crafts.

(8) Government should undertake, through the Industries Department, or any other department, the publication of pamphlets, regarding the careers, more or less on the models of the pamphlets issued by the Board of Education or the Ministry of Labour in England.

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## CHAPTER X

### ADVICE TO PARENTS AND BOYS AS TO CAREERS

(1) Some steps should be taken to afford advice to parents, in regard to the intellectual capacity of their boys and their suitability for certain careers.

(2) Head masters assisted by other teachers in these provinces, should be asked to carefully watch the intellectual capacity of the boys, from the very start of their school education.

(3) If there are no psycho-technical experts available among the head masters or school masters, who have made a study of modern psychological methods, in the field of educational and vocational guidance, then one or two experts should be engaged, for a temporary period, from England, who would give the necessary training to our school masters, or, in the alternative, two or three school masters from India should be deputed to England or other foreign countries, for the study of these methods, so that, on their return, they may help in the development of those methods in these provinces.

(4) Arrangement should be made for the study of and research in Experimental and Educational Psychology in the various universities.

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## CHAPTER XII

### OUR RECOMMENDATIONS AS TO EDUCATION GENERALLY

#### (a) *Primary education*

(1) While it should be the aim of primary education to remove illiteracy, it should also be its principal aim to qualify boys, to become better agriculturists and more useful members of village communities. Primary education, as it is given at present, is ineffective, partly because it does not lay sufficient emphasis upon rural and agricultural needs, and partly because the age-limit is too low.

(2) Primary education should be brought more into line with rural needs and agricultural conditions, and enable boys, reading at primary schools, to become more efficient members of the agricultural community.

(3) The age-limit, for the purpose of primary education, should be raised to 12 or 13 and every child should remain at school for at least six years. If this is done, primary education will not only become more efficient, but also find employment for a number of teachers.

(4) We strongly recommend that the compulsory primary education be extended all over the province as in our opinion without it economic prosperity cannot be built up. In this connection for the spread of primary and adult education it is worthwhile considering how far the agency of broadcasting can be called in aid.

*(b) Secondary education*

(1) The underlying policy of the resolution of the Local Government, in regard to the secondary education, dated the 8th August, 1934, is sound, and the High School Examination should have two kinds of certificates—one certifying completion of the course of secondary education and qualifying for admission to industrial, commercial and agricultural schools, and the other qualifying for admission to Arts and Science intermediate colleges.

(2) The Intermediate course, if the High School course is curtailed by one year, should be extended to three years, and should be of four parallel types : (1) Industrial, (2) Commercial, (3) Agricultural and (4) Arts and Science.

(3) Secondary schools should provide much more diversified courses of study, care being taken to give more practical than theoretical education to the boys.

(4) The industrial courses in secondary schools should aim at giving technical training, of general character, designed to develop skill of hand and eye and cultivate practical aptitudes, so as to predispose them towards industrial life.

(5) Proper agencies should be created, for advising boys as to their careers.

*(c) University education*

(1) The number of students seeking admission into the universities has increased appreciably.

(2) No arbitrary limit for the admission of students into the universities should be prescribed, in view of the recommendations of (a) secondary education, (b) technical and vocational education and (c) reduction of age-limit for the appointment to subordinate Government service, etc., which will have the effect of automatically reducing the number of students at the universities.

(3) While no arbitrary limit to admission of students should be prescribed, there should be greater strictness exercised in the matter of admission. The universities should be under no obligation to take in men, who have passed their Intermediate Examination, or School Leaving Examination, in third class, except in

rare instances, when the Admission Committee is satisfied that the student has taken the third class, due to illness, or some other satisfactory reason, but is likely to do well at the university.

(4) While education in what are called humanities should not be discouraged, greater stress should be laid on scientific and vocational education.

(5) So far as research work conducted at the universities is concerned, universities should study the need of industries, and encourage such research, in particular, as may be of practical use to the industries.

(6) There should be some system of co-ordination between different universities so as to secure the uniformity of standards and prevent unhealthy competition.

(7) Steps should be taken to establish contacts between the science department of the various universities and industrialists and businessmen, and such departments of the universities should devote themselves, not solely, or exclusively, to higher academic research in abstract branches of scientific knowledge, but also undertake research, which may prove to be helpful to the industries, or to the economic development of the country. If, for this purpose, it is necessary to give more funds to the science departments of the universities, such funds should be given to them.

(8) An advisory committee should be constituted to advise the Ministry of Education, in regard to the grants that are to be made to the universities for research work, and that on such advisory committee, not only the universities, but also business, trade, industry and agriculture, should be represented. This may, ultimately, lead to the establishment of a Council of Research.

(9) The problem of Indian students in England requires careful consideration, and both Government and Indian parents should exercise greater discrimination, in sending young men to foreign countries, merely for academic education; while those, who are likely to benefit by education at Oxford or Cambridge or other British or foreign universities, or who go there with the object of carrying on post-graduate research work, should certainly receive every encouragement.

## CHAPTER XVIII

## BOARDS OF EMPLOYMENT

(1) An Appointments Board for the graduates of all the five universities, in these provinces, including the products of such institutions as the Harcourt Butler Technological Institute, the Agricultural Colleges at Allahabad and Cawnpore, and the Engineering College at Roorkee, should be established, more or less modelled on the Appointments Board at Cambridge.

(2) The Appointments Board should consist of the vice-chancellors of the universities, certain heads of departments, such as, education, industries and agriculture, and some public men, and a certain number of business men, European and Indian.

(3) Power should be given to this Board to appoint a working committee.

(4) This Board should be financed partly by Government and partly by the universities.

(5) Similarly, there should be a Board created, for the products of secondary schools, intermediate colleges, vocational schools, medical and agricultural schools and industrial schools, and this Board should consist of the Director of Public Instruction, Directors of Industries and Agriculture, head masters, inspectors of schools, and a certain number of non-officials, zamindars, and businessmen. This Board should be financed by Government.

(6) These Boards should be required to collect statistics of employment, among the graduates, of the universities, and the products of secondary schools, and intermediate colleges etc., and from the sources indicated in no. (1).

TEJ BAHADUR SAPRU,

*Chairman.*

AHMAD SA'ID.

JWALA PRASAD.

ANAND SARUP.

A. SIDDIQI.

T. GAVIN JONES.

SAM HIGGINBOTTOM.

TARA CHAND.

SOHAN LAL SRIVASTAVA,

*Secretary.*

11-12-'35.

## PERSONAL NOTE BY THE CHAIRMAN

With the permission of my colleagues, I would like to take this opportunity, of expressing my deep sense of obligation, to a number of gentlemen, who gave me very valuable service and assistance, during my recent visit to England, where within the limited space of time at my disposal, I was anxious to know something of the problem of unemployment generally, and particularly among the educated classes. The Vice-Chancellor of the Cambridge University and the Secretary of the Appointments Board, Mr. Emden of St. Edmund Hall, Oxford, and Mr. Peters of the Appointments Committee at Oxford gave me material which I found to be very useful. I feel particularly grateful to Sir Philip Hartog for advising me to see Mr. E M Rich, F.C.G.I., B.Sc., (Lond), Educational Officer, of the London County Council, and Dr. C. S. Myers of the National Institute of Industrial Psychology, who sent me a note and some other literature which I have found very useful. Mr. Rich on being approached gave me every facility for visiting schools, junior, central, secondary, vocational and industrial, and deputed two officers, Mr. L. Brooks, Divisional Inspector, and Mr J H Currie, Inspector of Technical Education, and at a later stage, Mr. Lowndes, of the Home Civil Service, to take me round, to a number of schools, and to enable me to discuss things with head masters, head mistresses, and to talk to the boys and girls there. I confess, it was a revealing experience to me. I then had some idea how justified was the worldwide reputation, of the London County Council, for educational and social work, but more than that, how ready they, and their officers, always are, to give assistance, to those, who approach them for it. I desire to express my personal obligation to Mr. Rich and to the three gentlemen mentioned above and Dr. Myers. Mr. Rich also invited me to visit an educational exhibition, which was held, at the London County Council, and, there, I was very pleased to see a young Indian student, who had been sent by the Madras Government, to study the art of painting. He seemed to have adjusted himself to the circumstances remarkably well, and some of those, under whom he was working, spoke to me highly of his capacity and aptitude. I wish we could systematically arrange to send some of our young men, for training in some of the useful arts and industries, but that requires organization and funds. I would like also to express my sense of obligation to the India Office who arranged an interview between me and Major Oliver



Stanley Mr. Humbert Wolf, and Mr. Emerson of the Labour Department also gave me extremely useful material. I have been particularly impressed with the leaflets on different careers which have been issued by that department, and which I would particularly commend to the notice of Government, and the universities, in these provinces, as models for similar leaflets, to be issued in these provinces. I desire also to acknowledge my sense of obligation to the Right Hon'ble Lord Halifax and Mr. M. G. Holmes, of the Ministry of Education, who favoured me with a note on the existing agencies for advising on employment and finding posts, which I append as Note 5, and to Mr L. Brooks who supplied me with a copy of a note on Education in London, which is reproduced as Note 6, at the end of this report.

The London and Bombay Branches of the League of Nations, and the International Labour Office, at Geneva, have furnished me, for the use of the Committee, with a mass of extremely useful material. At Geneva, I had the opportunity of meeting the Secretary of the League of Nations and Dr. Harold Butler, Director of I L O., who had just delivered a speech, before I left England, and he was good enough to present me with a printed copy of the same which I have found to be very suggestive. I am also under great obligation to Dr. S. N. Ghosh, of the League of Nation's Office, Geneva, who gave me a number of books and pamphlets, on the question of unemployment, issued by the League of Nations, or the I L O. Lastly, I would like to express my particular obligation to Dr. W. M. Kotschnig of the International Students Service, 13 Rue Calvin, Geneva, who came to see me in London, and discussed the whole problem with me, and then favoured me with an advance copy of his report "Planless Education", which deals with the problem of education and unemployment among the educated classes and liberal professions in Europe and elsewhere. Indeed, since my return from England, he has sent me some further material, and thus earned my further gratitude. I would also like to express my sense of obligation to Sir George Anderson, Educational Commissioner to the Government of India, Mr. G. V. Bewoor, C I E., I C S, Director General of Posts and Telegraphs, and the Hon'ble Nawab K. G. M. Farouki, Khan Bahadur, Minister of Industries, Bengal, and Mr. R. M. Statham, Chairman, Travancore Educational Reforms Committee, and to the Travancore Durbar, for valuable material furnished to me.

TEJ BAHADUR SAPRU,

*Chairman.*

### PERSONAL NOTE BY THE MEMBERS

We the members of the Unemployment Committee desire to place on record our profound sense of gratitude to Sir Tej Bahadur Sapru, Chairman of the Committee, for his inestimable services in collecting most valuable information for the Committee in India and in Europe, and for the immense labour undertaken at great personal sacrifice in preparing the draft of the report for the consideration of the Committee

AHMAD SA'ID.

JWALA PRASAD.

TARA CHAND

A. SIDDIQI.

SAM HIGGINBOTTOM.

T GAVIN JONES.

ANAND SARUP.



## NOTE 1

*Referred to in paragraph 247 of the Report*

**Note on the unemployment problem of the educated classes in the United Provinces by Mr. T. Gavin Jones, dated the 5th May, 1935.**

IN considering this problem, it is necessary to take note of the following facts .

1 The problem is primarily an economic problem, but the search, for a solution, involves the consideration of an educational problem also.

2. The Committee is confined to a provincial inquiry, but the economic problem cannot be adequately considered, without taking into consideration some all-India aspects, of the problem

3 Recommendations, in regard to Educational Reform, cannot directly effect the employment of the educated classes, but will have a gradual and cumulative effect on unemployment

4. Unemployment, among the educated classes, is not peculiar to India ; the educated classes, in nearly all other countries, have to face the same problem.

5. The special problem, that we are considering, has received no consideration in Europe or America, because the standard of living, of the masses, is higher than in India, and the educated classes have to find occupation, among the so-called working classes, and the problem is being dealt with, as an unemployment problem of the masses.

6 A higher standard of living, of the masses, means a rise in the purchasing power of the masses, and therefore, more opportunities for the educated classes The solution of the problem, in India, is therefore fundamentally a rise in the standard of living of the masses.

7 The consideration of the problem can be conveniently divided into seven parts

(1) The economic uplift of the agricultural masses.

(2) The development of large scale industry.

(3) The development of small scale and cottage industries.

(4) Colonization of land by educated classes.

(5) The expansion of the employment of the educated classes, as professional men, and experts, in existing professions and callings.

(6) The improvement of primary education.

(7) The re-organization and reform of secondary and higher education.

(1) In the uplift of the rural masses, lies the solution, of all our economic troubles. The employment of the educated classes, industrial development, better means of communication, better hygienic conditions, will all, automatically, follow the improvement, of the standard of living, of the rural masses. The industrial population, already, have a much higher standard of living than the rural masses. India is said to be a poor country, but in reality her potential wealth is enormous.

The following are the factors which prevent a rise in the standard of living of the rural masses .

(a) A system of land tenure, which positively prevents progress.

(b) Laws of inheritance, which have the same effect.

(c) An overwhelming burden of indebtedness.

(d) Lack of irrigation facilities

(e) The erosion of fertile land, without any attempt at preservation or reclamation

(f) The maintenance of useless and inferior cattle

(g) The burning of farm, yard manure.

(h) The export of bones and loss of valuable phosphates

(i) Continually increasing octroi, brokerage, and other charges, in the marketing of produce.

(j) The absence of laws, to prevent adulteration, and compel standardization, of food and raw products.

(k) The absence of suitable road communications, and in many parts, even of railway communications.

(l) A chaotic system of railway goods tariffs.

(m) A catastrophic fall in prices of agricultural products since 1930, amounting to an average of over 50 per cent.

(n) An extraordinary rapid increase in the population, an estimated increase of  $3\frac{1}{2}$  millions in 2 years

With such terrible disabilities, it is astonishing that agriculture survives. It does so, only because the cultivator exists, on very little more than the food, he produces. It will not continue to exist, in the world markets, for raw products in competition with other countries, better equipped and organized, unless, radical and bold reforms are undertaken. I am afraid that the position, of the cultivator of the soil, is deteriorating. His metallic reserves of gold are being sold and exported, and he gets further into debt. Agriculture, at present does not pay.

India used to export wheat, she now has to be protected, against imports, from countries producing from mechanised farms.

Her cotton sells, merely because it is cheap; the grower must now reckon with competition from the Soudan and Central African countries, from Turkistan and China, and unless, she standardizes and prohibits adulteration, she will lose her foreign markets.

Her oil seeds, once supreme, now have severe competition, from Argentina and Manchukuo. Of her major export crops, jute alone holds the markets.

(a) and (b) *Reform of land tenure and laws of inheritance*—A thorough inquiry by a competent committee of government servants, lawyers and business men is necessary.

These questions were excluded from the terms of reference of the Royal Commission on Agriculture. The result, of this exclusion, has been that the work of the Royal Commission has been almost sterile.

British rule adopted the system of land revenue, which has come down from the days of Akbar, but also attempted to graft on to India, the English landlord system, which has not been successful. When its imperfections could no longer be passed over, it was modified by legislation, aimed at protecting the tenant. In the efforts, to reconcile the interests of both landlord and tenant, a state of affairs has now been reached, in which the agricultural partnership, between landlord and tenant, is such that caution and even timidity, in investing money, in land development, is characteristic of both parties. I think I am right in saying that

Government takes about 43 per cent of the profits of the landlord, allowing 25 per cent. for management and bad debts the greater portion, generally the whole, of the remaining 35 per cent., is not reinvested in productive enterprise, on the land. How can any agricultural country prosper, under such conditions ?

(c) *Agricultural indebtedness*—The Provincial Government has endeavoured to deal with this, in recent legislation, by a process of legalising default, which will only relieve those landholders who are in a hopeless position, and that, at the expense of being unjust to many creditors, and destroying confidence and credit. Moreover, many of those landlords, who will benefit by this legislation, will utilize the relief, merely to get into further debt. The real cultivator of the soil will not benefit. Bhavnagar State have very successfully relieved the indebtedness of the cultivator, by a process of conciliation with cash, to enable the landowner to compound with his creditors. I have suggested a similar process, in this province, with a Land Mortgage Bank, to provide cash.

An inquiry, into this problem, is necessary, by a committee, with which non-official experts should be associated.

The solution of (a), (b), and (c) are fundamental to any improvement of agricultural conditions ; it requires Napoleonic action. In Czechoslovakia, and other Central European agricultural countries, the question is being dealt with, by dispossessing heavily indebted landlords, the Government paying off the debts and making the peasants proprietors, and collecting the amounts, in small annual instalments, from the new peasant proprietors.

(d) *Lack of irrigation facilities*—A rapid extension, of the electric power grid, will supply much needed well irrigation, in those areas, which are not served, by the canal system. This will also assist industrial development. Such expenditure will be productive, and should be carried out immediately, by means of a loan, which could be raised, without difficulty.

(e) *Land reclamation*—A scheme, for capital expenditure, on land reclamation, will, I believe, be a paying proposition.

(f), (g) and (h) *Destruction of useless cattle, farm-yard manure, and the export of bones*—Are important, very important, and a campaign of education in this respect is necessary. I believe, that much could be done, by

broadcast development, and by the leaders of Hindu opinion joining in such a campaign. Hindus object to killing cattle, but they have no objection to selling cattle to the butchers. Government might institute a system of purchase of useless cattle, recovering some of the expenditure, by sale of hides, bones and manure.

(i) *Municipal exploitation of agriculturists*—Requires a revision in local self-government laws, to prevent municipalities, from permitting the exploitation, of the rural population. Also a standard measure, of weights, should be insisted on, by law. Constant alteration, of the maund, is a fruitful source, of exploitation of the agriculturists.

(j) *Standardization of export crops*—The standardizing of crops, by law, is important. Such laws are very stringent, in the United States of America and Canada; hence the hold, that their products have, on the markets of the world. In dairy farming, it is essential. Pure ghee is unobtainable, in large towns.

(k) *Road extension*—This is a matter of finance. To extend roads and railways, the help, of the Central Government, is essential. Such development will directly help educated unemployment.

(l) *Reform of railway freight rates*—The Upper India Chamber of Commerce have called for an immediate inquiry.

(m) *Fall in prices of crops*—An inquiry should be made into the actual cost of crop production, and rent and land revenue should be fixed, on a sliding scale, in accordance with the price level, allowing a reasonable margin to the cultivator.

(2) *The development of large scale industry*—The cotton, wool, leather and sugar industries are already established and are expanding. There is room for development, of the oil and soap industries, and glass and alkali industries. I do not think it is necessary to make any recommendation, except for the glass industry, which provides work, for a number of more or less skilled workmen, in Ferozabad and other places, in the province. What is necessary, is cheap fuel and cheap freight, for the finished products, and cheap alkali. This should form a special inquiry, for the industry is languishing.

(3) *Small scale industry*—Cottage industries, of the old type, are decaying, and it is no use trying to revive them. When the electric grid is extended, and the



purchasing power of the rural masses improves, then will be the time, to encourage small scale industries, on the lines suggested by Professor Godbole.

(4) *Colonization of land*—Colonization requires a special inquiry I do not think that there is much hope, in this direction, for the educated classes. They cannot, under present conditions, compete with the cultivator. They would have to produce twice as much as the ryot does, which would require capital, practical knowledge of farming, and hard work

(5) *Expansion of the demand for professional classes*—The product of the soil cannot afford professional men. Hundreds could, and should, be employed, if the standard of living, of the masses, is raised. The towns will not absorb many more

(6) and (7) *Education*—My colleagues will be able to deal more effectively with the educational problem. I will only say that Mr. Weir's report on primary education, which says that 50 per cent. of the expenditure is wasted, is a damning indictment, and reform is urgently necessary. I was much impressed with Professor Godbole's evidence, and his reference to cottage industries in Japan, when he said that we will never be able to do anything, until the standard of education of the masses is raised. Also, it appears to me, that reform is necessary in secondary and higher education, and that some form of test is required, to prevent the entry, into the Universities, of men, unsuitable for higher education.

8 For all these reforms, money is essential and money will not be available, without monetary reform, which, in my opinion, is the first step, essential towards recovery.

There are two problems of monetary reform, which are frequently confused :

- (1) Foreign exchange.
- (2) The internal price level

These two problems are quite different, and have to be adjusted to the needs, of the country, by different methods.

(1) *Foreign exchange*—Is governed entirely by the balance of trade, namely the balance between exports and imports, visible and invisible. Visible exports and imports are the exchange, in terms of money, of merchandise. Invisible exports consist of cash remittance to

India for investment, dividends on foreign investments, and tourists, expenditure in India. Invisible imports are payments abroad, for interest on loans, dividends-remitted, banking, insurance, and shipping charges, commissions, pensions, and other charges remitted abroad, for services rendered. Also, the export of capital, which of late years has been considerable, acts as an invisible import, in the balance of trade

India's invisible exports are very small, on the other hand, her invisible imports are very large, due to heavy external debt charges, pensions, etc. This requires a very large surplus, of visible exports (merchandise), to balance her trade. For the last three years, she has been paying, for a deficiency in merchandise exports, by heavy exports of gold, which cannot continue indefinitely.

To maintain a stable exchange, exports and imports must balance. If the exports are less than the imports, then the external purchasing power of the rupee, namely, the value of the rupee, in relation to the currencies of other countries, must fall.

To balance external trade, the problem is, therefore, to stimulate exports, and this can be done by devaluing the rupee, which will enable the agriculturist, to obtain a better price, in rupees, for his export crops, and sell cheaper, in the markets of the world, in competition with other countries, and thereby expand exports.

Australia and New Zealand have deliberately devalued the £ sterling, by about 25 per cent, below the British £ sterling, to enable their agriculturists, to compete in the markets, of Great Britain.

The devaluing of the rupee is, however, a difficult matter for the Government of India, owing to the necessity, for the Treasury, to make heavy annual external, payments, for debt charges and services rendered, for which higher external payments would have to be made, if the rupee were devalued. This involves higher taxation, hence Government opposition to any devaluation of the rupee. But Australia and New Zealand are also burdened with heavy external debts, and have faced the problem, of a higher payment, for debt charges. The devaluation of the rupee is most desirable, for, besides improving exports, it automatically reduces the burden of indebtedness. The purchasing power of the currency having been reduced, in relation to commodities,

the effect of such devaluation is that the real value of the creditor's claim is brought back, to what it was, before the fall in commodity prices, and is a just method of settling old standing debts.

The devaluation of the rupee involves the old and bitter controversy, of the rupee ratio, which it is difficult to raise just now, owing to the fact, that the Reserve Bank Bill has been placed, on the Statute Book, which definitely ties the rupee to sterling @ sh. 1/6 ratio. The Reserve Bank Bill cannot be changed, without amending the Bill in the Legislatures.

I believe, that Government will eventually have to devalue the rupee. Economic circumstances will compel them to do so.

(2) *The internal price level* — A stable internal price level is more important to India than a stable foreign exchange. If the general price level falls, as has occurred since 1929 (a fall of about 50 per cent) this means that the producer, and especially the agricultural producer, in order to make two ends meet, has to reduce his payments for rent, debt charges, marketing charges and cost of living, by the same amount, namely 50 per cent.; otherwise he works at a loss, expends his savings, or gets further into debt. With the agriculturist, the only immediate adjustment is the reduction, in his cost of food, and such remissions of rent, as he can, secure, from Government and his landlord. There is also a gradual fall, in the cost of such things, as cloth, implements, and such small amenities, as he may desire to purchase. His debts and marketing charges remain unchanged, his rent is rarely reduced, to the full extent of the fall in prices, and there is a considerable lag, in the fall, in prices, of cloth and other manufactured articles, so that he has to dispose of his gold and silver savings, hence the large exports of gold. If he has no savings, he gets further into debt, is just kept alive, by the money-lender, and is an economic slave. Therefore, sooner or later, there has to be a violent adjustment, by bankruptcy, or repudiation of debts.

An adjustment, to a lower price level, is a very painful process, for the mass of the people, and causes untold misery and hardship. What is wanted, to save the situation, is a rise in the general price level, to help the agriculturist, to meet his obligations and adjust his

expenditure, and after that, the management of the monetary system to maintain a stable price level.

Money is not wealth, it is a medium of exchange, and the possession of money is only a claim on wealth. A fall, in the price level, enhances the value of money, in terms of the purchasing power of commodities, and is grossly unfair, to the producer of commodities, in favour of the few possessors of money

The price level is governed by the quantity of money, available for circulation, in relation to the quantity of goods, required for consumption. A scarcity of money means a fall in prices of commodities, a plethora of money, a rise in the prices of commodities. The increase, of the quantity of money, is called inflation and a decrease is called deflation. A reformed monetary system is necessary, to control the quantity of money ; at present it is influenced, solely, by the owners of money.

Money in circulation is increased in two ways :

(1) *An expansion of the issue of currency.*—Money can be created out of nothing, by Government, by the issue of currency notes. Money is destroyed, when currency notes are returned to the treasury, and not re-issued and the quantity of money, available for purchasing goods, decreases.

(2) *An expansion of bank credit* —Loans are issued by banks, to Government or to firms and individuals. Every loan creates a deposit in the banking system, which automatically increases money in circulation. When loans are repaid and withdrawn by banks, money is destroyed and the quantity of money, available for purchasing goods decreases.

It is this quantity of money, available for the consumer, to purchase commodities, that governs the price level

In Great Britain the issue of currency notes is fixed by an Act of Parliament at £260 millions *without any cover in gold* ; any further issues of notes by the Bank of England have to be covered, by the purchase of gold by the Bank. But in England, the bulk of the money in circulation, is in the form of cheques, that is bank credit, and amounts to about £2,000 millions. During the last four years, this bank credit has been expanded by about 20 per cent., which has raised the price level, in England, by about 10 per cent.

The devaluation, of the £ sterling has been about 40 per cent., but this has a very limited effect. on the price level, because, although Great Britain is dependent, for her food supplies and raw materials, on foreign countries, the bulk of these requirements are being supplied from countries, within the sterling group, who have also devalued their currencies, in order to maintain their hold on the British markets, so that Great Britain has to pay no more for the bulk of her imports, in spite of the devaluation of her currency.

In India, the cheque habit is very limited, and bank credit expansion only affects large scale manufacturing industries and merchants who deal in large quantities of commodities. The great bulk of the transactions in India are dealt with, in currency (silver rupees or notes).

The currency issue in India is controlled by the Treasury, and will shortly be transferred to the Reserve Bank. The currency position today, in round figures, is as follows

	Rs	
Note issue	185	Crores
Gold bullion 44 crores at Rs 20-3-10		
now worth Rs 35-12-0	=70	„
Silver coins	50	„
Sterling Securities £38 million	=67	
crores 7 crores retained by Bank	=60	„
Rupee securities	10	„

The note issue is therefore covered, to the extent of Rs 140 crores, in gold bullion and securities. Rs.100 crores more notes could easily be issued, without jeopardising confidence in the note issue.

Owing to restriction in currency issues, India has not been able to expand her money in circulation, and internal prices remain depressed. My suggestion is that India should expand her currency issue, by 50 crores of rupees, immediately, without cover, and issue it to the provinces for agricultural uplift, on condition that the money is expended within the year of issue. That would give each major province about 5 crores of rupees and would be money, put into circulation.

The expenditure would give employment to thousands, including some of the educated classes, and the only objection, that can be made to it, is that as it is "inflation," it may reduce confidence in the currency, and cause a rise in prices.

My reply is that what the country wants, at the present juncture, is a measure of inflation or what is, sometimes, called reflation. Other countries of the sterling group, and America, are all inflating in their different ways, why should not India do so ?

Lack of confidence, in the currency is a bogey of the orthodox school of financiers and bankers. If inflation is controlled, there will be no loss of confidence ; 50 per cent. cover against issue of currency, is as much cover, as exists in most other countries, and India can easily expand her currency to that extent, and issue 100 crores of rupees, say, within two years.

Such inflation will possibly raise prices. If it does, so much the better. It is what the agriculturists want, and indeed is essential, if they are to survive. But it will not raise prices to the extent of the percentage of expansion of the currency, for, much of the money is absorbed, in increased consumption. The situation can be kept under control, and the issue of currency restricted, if it is found that prices are rising too rapidly.

There are many ways, in which this money could be expanded in agricultural uplift, to mention only the electric grid and tube-well extension, road extension, land reclamation, broadcasting, and cattle improvement. A bold policy is necessary if agricultural India is to recover.

To consider the problem of unemployment as one that can be dealt with merely by taking into account the plight of the educated classes, or to attempt to treat the problem from a narrow provincial point of view is, to my mind, to misunderstand the cause, the gravity, and the extent of this social evil, which creates the uncertainty and apprehension with which the future is viewed, not only by the educated classes or the people of India, but by the peoples of the world.

The evil in India can only be alleviated effectively by the Government of India with a wide outlook on world conditions, for it is fundamentally a world economic problem, the cure for which is dependent on solving the riddle of how to equate the capacity of the people to consume with the power of production.

As the power of the world to produce increases with modern invention and organization, less labour and less supervision is required to produce the goods which the

world now consumes, which causes over-production, a fall in the price-level and consequently reduced profits and dividends from Industry. It is quite obvious, therefore, that the distribution of purchasing power in the form of wages, salaries and dividends which are the only means of distributing purchasing power under the present system, must decline. It follows that the continually increasing power of production causes a decreased capacity to consume, and unless the system is changed, unemployment must increase until the system collapses.

The problem is primarily a monetary problem, involving a larger and wider distribution of the tokens of exchange, namely money, which must be distributed by some other means besides wages, salaries and dividends, or some method has to be evolved of increasing purchasing power through wages, salaries and dividends, for under the existing laissez-faire system purchasing power from these sources must continue to decrease.

The world during the last century has first thrived, then existed, and is now languishing under the investment system, which created a demand for capital goods to develop new countries and new industries, and thereby gave employment and profits to capital goods producers, who in turn consumed consumption goods. But, the game of foreign investment is rapidly declining, investments are no longer secure, and the return from investments are decreasing. Backward and new countries are well on the way to being fully developed, and agriculture and industries are overproducing because of underconsumption, due to the maldistribution of purchasing power.

No Government has yet fairly faced this problem, hence the economic and political morass in which we wallow, with the wild scramble for markets, both for capital investment and sale of capital and consumption goods, culminating in War, in the vain endeavour of each country to export more than they import so as to alleviate unemployment.

The real and only solution lies in each country developing the purchasing power of its own people and carrying on foreign trade on a basis of a fair exchange of commodities for the mutual benefit of all countries.

India can recover and find work for her unemployed educated classes only by raising the standard of living of the masses. This can be attained in 2 ways only, 1. By world recovery which will create a greater world demand for her raw products at a higher price level 2. By the development of her internal trade. The former, is dependent on world conditions and is to a great extent beyond the control of the Government of India, but a skilful handling of the Exchange Value of the Currency, of the export industries, and of the movements of Capital can be of great assistance. The latter, rests entirely with the Government of India and a great impetus can be given to the development of internal trade by the skilful control of the credit and capital resources of the country, of the customs tariffs, and of the Railway freight rates, with the definite purpose in view of developing internal trade.

Bearing these facts in mind, Government should consider this unemployment problem with a wide vision, and press the Government of India to take up the problem as an all India question. The problem cannot be solved by individual effort or by corporations, neither can it be solved provincially, it is a Government of India task requiring a new outlook, singleness of purpose, and courage.



## NOTE 2

*(Referred to in paragraph 241 of the Report)***Note by Dr. S. Higginbottom, M.A , Ph D , on Agriculture and Unemployment and Dairy Farming**

1. India is very largely an agricultural country. More people are gainfully occupied, in farming, than in all other occupations, put together. India has amazing advantages, as an agricultural country,—the fertility of its soil, the climate, with the different seasons. A greater variety of plants can be grown, at Allahabad, and vicinity than, almost, anywhere else, in the world. The Allahabad District can grow tropical crops, fruits and vegetables, during part of the year, and another part of the year can grow the ordinary field crops, fruits and vegetables, of the temperate zone. Over a large area of central and north India, with proper irrigation facilities, and manure, and proper cultivation, and rotation, two or three crops, a year, can be grown, on the same land. While no single one, of these crops, may yield as much, as the same crop, in the temperate zone, yet when the two or three crops, per year, are added up, the nutrient value, and the total yield, per acre, of food, equals the best, that can be grown, in other countries in one year. On our farm, I have counted, over seventy cultivated plants, that are of economic value, and make us more nearly self-supporting, than any other place, of which I know.

2. But while India is so favourably situated, agriculturally, and many of its people are expert farmers, and love agriculture, as an occupation, the acre yields in India, and the yields, per man, engaged in agriculture, are the lowest, of any civilized country, on earth, where they could be the highest. Some of the reasons for this backwardness are :

(1) The system of land tenure, obtaining in many parts of India, needs correcting, so as to give to the actual cultivator, security of tenure, and the assurance, that he will have for himself, a fair share, of any increase, in improved crop yield, due to the introduction of better farming practices. There are so many ways, in which the Indian cultivator suffers from illegal exactions, that many farmers, purposely, do not do their best. They are discouraged and hopeless because they always have

been robbed, of their fair share of the products, of their land and labour.

(2) The absence of suitable communications. Many of the villages, of India, are isolated, during the rains. It is impossible to get to, or from, them, except on foot. No village cart has access, and so it is difficult, to get produce to, or from, market. Lack of communications causes stagnation of ideas, as well as, of commerce.

(3) (a) The lack of sanitation, with its consequent debilitating diseases, like hook-worm, dysentery and malaria

(b) The lack of variety of food, and also of a sufficient amount of food, especially fruits, vegetables and dairy produce, lead to deficiency diseases, of which there are several, that take very heavy toll of village folk.

(4) The lack of education, and by this I mean, not only literary education, but technical and mechanical education, related to better agriculture

(5) The difficulties of marketing his produce, due to the variabilities of weights and measures. The exactions, in the market place, amount, in many cases, to more than 10 per cent, of the value of the farmer's commodity, to be marketed. After he has incurred the expense of getting to market, it seems as though, nearly every one, with whom the farmer came in contact, when he starts to market his produce, is trying to take advantage of him, and in consequence, the farmer gets the minimum return for his crop. He is often compelled to sell at a loss.

(6) Much first class scientific research work has been done, in the Imperial Institute at Pusa, and in the various departmental colleges and experimental stations in India, but until recently, the spreading of the information, thus secured, has not kept progress with discovery. Very frequently, the district agricultural officers, of the Government, are men, who have gone directly, from an agricultural school or college, without having any actual practice of agriculture. Their college course was usually unbalanced, in that, there was too much pure science, and not enough practical agriculture, and so whatever farming experience these officers

get, is at the expense of the village farmer, who has the bitter experience, sometimes, of having received advice, from these officials, and tried to carry it out, only to find himself actually worse off than he would have been, without the advice. I am happy to say that the recent meeting of the Board of Agriculture, held in February, 1935, at Delhi, devoted a good deal of its time to the consideration of getting, to the villager, the results of scientific research. If the courses, in the agricultural schools and colleges, can have, as their object, the training of scientific farmers, rather than of the training of workers, for agricultural research science, or Government posts, I think, definite progress can be made. But, unless the courses of the agricultural schools and colleges are modified in the direction of more practical work, few, who take the present courses, will have learned how to get their living, on the land, though many, for a generous salary, will be perfectly willing to tell the Indian villager to do what, and how to do what, they cannot do themselves.

(7) The smallness, of the average holding, and its scatteredness and fragmentation, are a commonplace, to those familiar with Indian agriculture. With present prices, for agricultural products, it is almost certain, that the minimum amount of land, to secure a decent living, for an educated man would be about 20 acres. Though, if holdings, in, the villages, can be consolidated, if power machinery, on a co-operative basis, could be employed, and if an intensive system, of agriculture could be followed, great improvement could take place, without increasing the average size of the present holding. It is the scatteredness of the present holding, that is the most difficult problem, to contend with

3. The facts are that India is producing, agriculturally, with her present methods, only a fraction of what she might produce, were better farming practices common. There never was a time, when there was greater need, for more science, in agriculture. The Government of India and the Provincial Governments spend less on the improvement of agriculture than any other civilized Government, anywhere, in the world. The budget, for, agriculture, should be increased tenfold, to make even a

respectable showing. Much more needs to be done, but it can only succeed, if it is placed, in the hands of properly trained men, who are enthusiastic for, rural development.

4. There is very much waste land, and eroded land, or land that it is not producing 1/10 of what it might produce, if properly cultivated. In nearly every district, where there is this land, that is not being properly used, one, properly trained agriculturist, could be set down to run a farm for profit. If he secured this profit, from such land, it would be a great encouragement, to the villagers. Also, educated untrained men could be put down, on land near this trained man, who could act, as a guide and director, to them, in their efforts. If such a young trained agriculturist lacked capital, he might be given, a certain amount of takavi, say, up to a thousand rupees.

5. "Back to the land movements" usually accompany financial depressions, in most civilized countries. Many of the people, who go back from the cities, to the land were brought up as farmers, and left the farms, in order to escape the ill-paid drudgery, that usually accompanies the farmer's life, and, to prevent lowering of farm standards of living, on the farms, through overpopulation on the farms. But, what these farmer folk knew was that, while, there might be very little ready cash, on the farm, there could always be an abundance of nourishing food; the milk, the eggs, the fruit, the vegetables, could all be eaten, at very little beyond the cost of the farmer's labour.

6. In this connexion, I include a copy of the Ten Agricultural Commandments, drawn up by, the late, Dr. Seaman A. Knapp. (The General Education Board, 1902—1914, page 29)

### *The Ten Agricultural Commandments*

(1) The removal of all surplus water on and in the soil. (Irrigation water, wherever necessary.)\*

(2) Deep plowing; cold weather or hot weather, and cover crop of legumes.

(3) The best seed, including variety and quality.

(4) Proper spacing of plants.

(5) Intensive cultivation and systematic rotation of crops.

\* Added by Dr. S. Higginbottom

(6) The judicious use of barnyard manure, legumes, green manures, and commercial fertilizers.

(7) The home production of the food, required for the family, and for the stock.

(8) The use of more horsepower and better machinery.

(9) The raising of more and better stock, including the cultivation of grasses and forage plants.

(10) Keeping an accurate account of the cost of farm operations.

7. These commandments were born of years of experience, in dealing with debt-laden, ignorant and illiterate farmers, both Negro and White, in the Southern States of America. As far as India is concerned, I would say that Commandment no 7 is one of the most important, to consider. It must be remembered, in India, that there is a certain social feeling, against the growing of fruits and vegetables. Ordinary farming may be followed by a respectable man, but fruits and vegetables have been restricted, socially, to groups, not generally, held, in the highest esteem. So, we have the amazing thing, to go into an Indian village, and find no vegetable garden, and no fruit trees. These things can be grown, in great abundance, and in great variety, and would contribute to better health and fuller living. But the social bar must be removed. If these ten agricultural commandments are followed, there is every reason to believe, that educated men, who are hungry and needing food, would be able, under wise direction, to satisfy all of their physical wants. When general prosperity returns to the commercial world, many, of these, would forsake the land, and go to the cities.

8. One great difficulty, in improving agriculture, has been the general feeling, that when a man has failed, at everything else, he can go on the land, and get a living. No man is considered to be too-big a fool to be a farmer. As a matter of fact, the properly trained farmer must possess a wider knowledge, and a greater variety of skills, than the follower of, almost, any other occupation. The poor financial returns, to farming, are, very largely, the result, of the lack of this knowledge and skills, on the part of the average farmer. The farm is a refuge, where, at least, a home and food can be secured, for educated young men, who are willing to work hard and use their intelligence.

9. Now, to speak of the improvement, of Indian agriculture, as a whole, certain wider aspects must be considered. The change of the value of the rupee, from 1/4 pence to 1/6 pence was a very hard blow to the Indian farmer, because it took more money, for a foreigner, to buy Indian agricultural produce, at a 1/6 penny rupee, than it did, at a 1/4 penny rupee.

10. The present world-wide economic depression is, very largely, the result of the so-called high finance, which has manipulated prices and credit. I can see no objection, if high finance has got the world, into this mess through manipulation, why manipulation should not be used, to restore agricultural prosperity. This could be done, by Government, issuing to the farmers, large amounts of money, without cover, so as to increase the relative amount of money to goods, which would have the effect of raising the price (See note no. 1 by Mr. Gavin Jones, pages 243—253.)

11. Again, if agriculture would prosper, industries, to take the population, released from the farms, must be developed. Far too many people, in India, depend upon agriculture, for their living. Yet, with her present system of hand labour, there is no surplus, of agricultural labour, in rural India, at seed time and harvest. Industries, often, suffer, from a shortage of labour, when the industrial labourers desert industries, for their periodic return to the farm. So, if India, as a whole, is to prosper, labour-saving machinery must release some of her farm-folk.

12. In the United States, about 25 per cent, of the people produce the food, for the whole population, and a large surplus for export. About one hundred and ten years ago, the same percentage of population, in the United States, was engaged in agriculture, as the percentage of population, engaged in agriculture, in India, to-day. As labour-saving machinery developed on the farms, people were released, for industries, and services, and commerce. Today, the United States uses more horse-power, per man, engaged in either agriculture, or industry, than any other country in the world. Also, the United States has the greatest *per capita* wealth, of any country in the world, and also the greatest *per capita* income, of any nation in the world. This is because labour-saving machinery multiplies the power of the workers many-fold. With a machine, each worker produces a surplus, and, viewed from the national standpoint, greatly increases the average production of those engaged in production.

So that, when this large aggregate national income is distributed, there is a generous amount, for each one.

13. While India is more favourably situated, than the United States, for agricultural production, yet because so much, of her production, is, by means of hand labour, and not by machine, the hand labourer produces hardly any surplus, hence there is little to share, hence India's poverty. Were the American farmer to resort to the same methods, as the present-day India uses, America, today, would soon be as poor as India. Production of agricultural commodities is, in inverse proportion, to the amount of hand labour used. The more hand labour used, the less the return, per man, engaged in agriculture, and the less, per acre. Hand labour produces such a small surplus, that when it is added up, as national income, and then distributed among the nation, there is so little, for each one, that dire poverty is the lot of most Indians. The remedy is in compliance with Dr. Knapp's commandment no. 8.

14. The unemployment committee has been repeatedly told by witnesses, that dairying, fruit and vegetable growing should be profitable lines, for educated young men, to enter. I agree with the witnesses, that they should be profitable lines of endeavour, but, as a matter of fact, they are not, unless in a few very exceptional cases.

### *Dairy-farming*

15. Regarding dairying, taking India, as a whole, legislation is inadequate. Adulterated milk, and its products, drive out the honest producer. Studies, of the big cities, show that it is, almost, impossible, to get regular supplies, of dairy produce, that are, at once of good quality, and delivered in a sanitary manner. There is a Gresham's law of dairy produce, just as there is of money, "bad milk and ghee drive out good milk and ghee." Very few Indians are willing to pay the price for good dairy products.

16. The prevailing custom in Indian cities, of having the *gwalas* bring in their cows and buffaloes, as long as they are in milk, and then dispose of them to the butcher when they go dry, has been one of the most serious causes, for the rapid deterioration of the best milk breeds, of India. The city *gwalas* have insufficient grazing, the cattle are kept penned up, often, in unsightly and insanitary

surroundings. It is much more expensive to feed cattle, in the city, than it is outside the city, in adjoining rural areas. Feed is one, of the main items, determining the cost of milk. As many of the *gwalas* live in cities, their cattle are taken along the roads, to graze on the *patties*, which is against the law, also by opening private garden gates and turning in their cattle, where the lawns are full of grass, they get cheap grazing, but to the loss and annoyance, of the house-holder. It is true, that the *guala* is about the only lowly servant, of the public, in India, who habitually wears gold ornaments. This is not because his cows are profitable, but it is the profit that he draws, from the water. There is little hope, for the dairy industry in India, until the cattle are moved out of the cities to suitable places, and the *gwalas* made to carry on their trade under both sound sanitary and business conditions. The good young cows can, then, be kept for further milk production. This will, eventually, lead to the improvement of the cattle of India, and to the cheapening of milk supplies for the big cities.

17. The Agricultural Institute has, ever since its beginning in 1910, paid a great deal of attention to the improvement of dairy cattle, so as to provide cheap and abundant milk for the people. It has been a sad and painful and expensive experience. When a young Indian has received his training and wishes to go out and get his living as a dairyman, he usually comes to me for advice, as to the selection of the breed of cattle to use. I have to tell him, had he unlimited money to spend, and a year to travel over India, selecting his cattle, I do not know, where to advise him to go, or what purely Indian breed to purchase. I know of no purely Indian breed of dairy cows, today, where the best twenty-five per cent. of the breed will average two thousand pounds of milk, a year. Unless a cow does this, under modern Indian city conditions, she will involve her owner, in an annual loss. Careful estimates lead me to believe, that at least 90 per cent. of India's cows, involve their owners, in an annual loss. This is one reason for the poverty of India. She spends more, every year, to support her army of unprofitable cows, than she does to support her military army.

18. Given time, and trained, skilled scientific cattle breeders, Indian breeds can be developed, as have the breeds of other countries, but fifty to one hundred years are necessary, and, more difficult than the length of



time, is the attitude of certain groups of Indians. The cow problem, of India, is an economic one, not a religious problem. The only economic and profitable way, of which I know, how to produce an abundant supply of cheap milk, is to import bulls, of the modern European and American dairy breeds, and use them, in connection with one of the well known Indian breeds. This is one of the finest examples of true international partnership and co-operation, of which I have any experience.

19 The Indian cow provides three essential factors to the partnership.

- (a) Ability to stand the climate
- (b) High digestive efficiency
- (c) Immunity and resistance to disease.

The foreign bull provides :

- (a) High milk producing capacity.
- (b) Early maturity.

20. Less than 25 per cent., of the Indian cattle, purchased, or bred, by the Institute, have made any profit for the Institute. Over 90 per cent. of the Institute crossbred cows have been profit-makers. Any, of our trained dairymen, could get a net income, of, at least, Rs.100, per month, if he had twelve, of our crossbred cows for his herd to begin with. The dairy industry needs much better veterinary service, than it gets. There is no veterinary college, in the United Provinces. The veterinary workers, of India, have much good research work, to their credit, but the staff is hopelessly inadequate, for the needs of the country. Also, many of the veterinarians, now in service, have not been sufficiently well trained, for modern needs. The Institute has suffered heavy financial losses, because of inadequate veterinary service.

### *Fruit and vegetable growing*

21. Regarding fruits and vegetables, India suffers, in health, very much, from the inadequate supply of these necessary articles of diet. Bombay consumes, on the average, less than half an ounce, per day, *per capita*, of vegetables and fruits, London about four ounces, New York about sixteen ounces. The lack, of communications, does much, to hinder the supply of fruits and vegetables. They are perishable commodities, which must be got to market, very soon, after being harvested. If there are no

roads, it is, almost, impossible, to get them, in paying quantities, from any reasonable distance, to the market, in the big cities. But, little as is the amount, of fruits and vegetables, used in the cities, yet the big cities, of India, actually consume more vegetables and fruits, than the village folk. So, growing of fruits, and vegetables, in remote villages, should not be considered so much, in respect of supplying the large distant city market, but with respect to village consumption itself. The villager needs them, for better health, and physical and mental efficiency.

22. At the height of the fruit and vegetable season, for any good crop, these commodities are sold, at prices, which, almost inevitably, mean a loss, for the grower. He sells them, at a loss, not because he is happy to do so, but because he says, whatever he can get for them, is better, than the total loss, which he would have, if he left the things, to rot on the field.

23. The way, to take care of these large amounts of fresh fruit and vegetables, is to introduce preserving of one kind or another, chiefly canning. But, when we consider this aspect, we find that India is handicapped, by the dearness of sugar. There is, today, an excise duty, on sugar, produced in India. There is, also, a very heavy import duty, on sugar, from outside India. The result of this excise duty, and import duty, is that sugar is, actually, sold, in India, to canning factories, at a price, so much higher, than the canning factories, of America, Britain, New Zealand and Australia, have to pay, that the Indian manufacturer cannot compete with the imported jams and jellies. The cheapness of sugar, in England and these other countries, more than pays the ocean freight and other expenses, so that, imported jams and jellies and preserved fruits, can be brought, into India, to under-sell the native products. The excise duty on sugar should go in the interests of the Indian farmer, and manufacturer of fruits and vegetables, pickles and jams and preserves, as well as, of the ordinary Indian consumer of sugar. India still consumes, *per capita*, only about one-fifth of the American *per capita* consumption of sugar.

24. Having said this, I still maintain that, on the grounds of a richer life, and on the grounds of better health, the rural population of India should be encouraged to grow fruits and vegetables, not so much for sale, as for

home consumption. A more generous and varied diet, with abundance of fresh fruit and vegetables, would increase the working efficiency, of the rural population of India, to an, almost, unbelievable extent. Also suitable containers, glass bottles, jars or tins are usually much more expensive, in India, than, in the countries, from which India imports her supplies. Here is a chance, for a large scale industry, subsidiary to agriculture.

25. There is, therefore, great scope for the employment of educated men in Indian agriculture, if it introduces modern methods, machinery and practices, and receives from Government, and other public bodies, those essential services that only Government and public bodies can supply. In fact, agriculture is the basic industry of India. It produces the raw products, that make possible most manufacturing industries. The moving of large harvests of cotton, wheat, rice, sugarcane, jute, oilseeds, barley, and gram bring prosperity to Indian railroads. From her rich soil, India could produce, easily, double the amount, she produces today. If her own population were properly distributed, between agriculture, industry, commerce and service, India would be her own best market. She would have the wherewithal to raise the standard of living, of her people. But, at least, 30 per cent., of her population, must be released by machinery, from the ill-paid drudgery of farm labour.

## NOTE 3

*(Referred to in paragraph 241 of the Report)***Note on Dairy-farming by Sri Sahebji Maharaj Lala Anand Sarup, Rai Bahadur**

1. Dairy-farming has been suggested, as a means, for removing unemployment, from among educated classes. But, dairy-farming is not, at all, a paying job, at present. The illiterate villager never keeps an account of the expenditure, on his cattle, and feels quite content at what he gets, for his milk and milk-products, though it may be much less, than what he spends, on producing them. But ask any dairy-man, who keeps regular accounts, whether he can really produce pure milk or milk-products, at the price, at which these articles are sold, in the market. His reply is sure to be a definite "no." The dishonest villager resorts to adulteration, and thus makes both ends meet, but no honest dairy-farmer will do that. Adulteration, of milk and milk products, is so very rampant, in these days, that the public has come to believe, that pure milk, butter and ghee have ceased to exist, in the country. True, there is legislation, by the Provincial Council, for the prevention of adulteration of food supplies (Act no VI of 1912), and the Local Government has made excellent rules, thereunder, but, as matters stand at present, the Act is proving a failure. The principal defect lies, in the application of the law. The defaulters either get off scot-free, or with small fines, with the result, that adulteration, of milk and milk-products, continues to be the order of the day.

2. In our humble opinion, the Act requires to be so amended, as to provide deterrent punishments, for the defaulters. We would propose, that every defaulter should, on a second conviction, be punished with fine, which may not be less than Rs 100 and, on third and subsequent convictions, with imprisonment and fine. Without such an amendment, in the law, adulteration will not cease. It will not even decrease.

3. We would, besides, propose that prices, of pure milk and milk-products, be raised and regulated. The public must be made to pay proper prices, for these articles. The prices should not, however, be arbitrary. They should be fixed, with reference to local conditions.

of each district, and determined, thrice a year. Cost, of milk-production, varies, in the summer, winter and monsoon seasons. Let some competent authority fix separate prices, for these seasons, both for wholesale and retail sales. We believe, that, if the producers, of milk and ghee, receive one anna and three pies, and twelve annas and six pies, per pound, respectively, it will meet all their expenses, and leave a small margin of profit, for them. We realize that the terms, " wholesale " and " retail ", would require to be defined, for purposes of prices so fixed, but it should not be difficult to do so.

4 We would make one more proposal. The manufacture and sale of milk, as in Western countries, should be allowed, only under licences, renewable every year. Every person, licensed to manufacture milk, for sale should have his cattle examined and passed, by the Veterinary Department, annually, as free from tuberculosis, and other infectious diseases. All cattle, belonging to poor villagers, found suffering, from diseases, likely to be transmitted to human beings, through milk and milk-products, should be transferred to Veterinary Hospitals, for treatment, at State expense. The expenses, of these hospitals, should be met partly, from the income from licence fees, and partly from rural uplift fund. We have no doubt, that, if these suggestions are given effect to, dairy-farming will become an honourable and paying business, for honest people, and hundreds, of our educated unemployed, will be afforded opportunities, of earning a decent income, by starting farms of their own.

## NOTE 4

JOINT MEMORANDUM BY DR. TARA CHAND, DR. A.  
SIDDIQI, AND DR SAM HIGGINBOTTAM

We do not desire to inflict upon the members of the committee a lengthy and exhaustive memorandum on the problem of unemployment of the educated classes in the United Provinces. We assume that both the Government and the people are alive to the gravity of the situation and are conscious of their responsibility for doing something by way of assistance in the solution of this problem. We, therefore, desire only to submit certain concrete suggestions which, we trust, might be found helpful in relieving, to some extent at any rate, the situation in which the educated classes find themselves at the present juncture.

It must be stated at the outset that no accurate figures are available which could demonstrate the volume or the nature of unemployment amongst the educated classes. The collection of such statistics as was attempted at the last Census gives no indication one way or the other of the acuteness of the malady. None-the-less it may be inferred from the observation of general conditions that the situation is grave.

It must also be stated at once that the problem of unemployment is not only affecting the educated classes, but it is being felt by the industrial sections of the community and by the peasantry at large, as well. The problem of unemployment, therefore, embraces a much larger section of the community than so-called educated classes.

It need not be demonstrated that a satisfactory solution of the problem of unemployment amongst the educated classes can only be hoped for when the question of the economic reconstruction of the country is taken in hand on a large-scale plan with determination and thoroughness over a period of years. Sectional solutions of unemployment affecting any given category of the people cannot lead us far.

We realize that no Provincial Government, however willing and however able, can singly cope with the problem. The solution of the problem can only be possible

when there is a concerted attack upon it by all the provincial Governments assisted actively by the Central authority at Delhi and Simla. In no foreign country has a state left its constituent members to cope with the question of unemployment within its territories unsupported by the Central or Federal authority. Much less, therefore, can it be expected in India that a Provincial Government with its limited powers and resources can solve the question. The Government of India cannot possibly divest itself of the ultimate responsibility in this matter. With all respect and with all the emphasis that we can command we wish to impress this point upon the committee, for it need not be indicated that some of the basic conditions that govern the economic life of the country are determined and controlled by the Central authority. The manner in which the power is manipulated would determine very largely whether we are to expect a satisfactory solution of the question or not. The questions of Tariff, Foreign Exchange, the policy of Currency and Credit, of Finance, trade and transport including shipping, are matters that intimately and profoundly determine the course of agricultural, commercial and industrial development of the country. No economic regeneration is possible in any direction, whatsoever, without a measure of certainty in the economic policy of the Central Government. Enterprise and investment will not be forthcoming unless a fair degree of economic security is provided. Therefore it is clear that the Central Government plays an indispensable part in the economic life of the country and hence it must be held responsible for evolving a well considered and comprehensive scheme of employment not merely of the educated classes, but of all sections of the community.

Nevertheless, we realize that we are submitting this memorandum to our Provincial Committee and therefore, we must offer our suggestions largely in terms of such measures as lie within the competence of the Provincial Government.

Addressing ourselves first to education, we are of opinion that no good purpose will be served by restricting the opportunities offered to people for higher education. We are clearly of opinion that a carefully drawn up plan should be examined, without delay, for extending primary education as well as education up to the middle

standard throughout the province. It need not be stated that the Royal Commission on Labour and the Royal Commission on Agriculture and indeed other Committees of Government for instance, the United Provinces Banking Inquiry Committee and the Oakden Co-operative Committee and Indian and Foreign experts have put it down as their well considered opinion that one of the basic causes of India's poverty lies in its mass illiteracy. On the other hand, it has been acknowledged by the students of the problem that the rapid increase of the economic strength of Germany and Japan has been largely due, amongst other causes, to a widespread application of a carefully thought out system of primary and secondary education.

An organized effort must be made in the direction of Adult Education. Radio holds out vast possibilities of development.

It may also be stated in passing that the five years plan in Russia followed and not preceded the general campaign against illiteracy that prevailed in that country and this campaign was the first important nation-building act undertaken by the Soviet Government. The expansion of education has shown so far as we can judge, beneficial results in the last fourteen or fifteen years. The sequence therefore is clear that with increasing prosperity of the country there would be diminishing unemployment and that amongst other things that would bring about prosperity is the speed of primary education and the introduction of a well thought-out system of secondary education with a strong vocational bias. It is not the purpose or indeed the intention of this memorandum to chalk out in detail the manner in which reorganization of the primary, secondary and vocational and technical education of the province should be determined. This is a matter which the Education Department of the Government in consultation with non-official experts can well formulate and place before the country. We can only in this memorandum indicate what should be the educational policy of the State

We wish also to emphasise that the scheme must keep in view the immediate possibilities and those which would come into operation somewhat later ; immediate schemes of extension of primary, middle school and



technical education would at once absorb a fairly large proportion of the educated unemployed men and women within these provinces. Immediate action in this direction is very necessary if we are to save the lives of many a young man and woman from material and moral disaster. We feel certain that with special training centres or camps such as they have in England and Germany we could recruit sufficient number of men and women who would be willing to go into the rural areas to work the school and vocational centres that we envisage in our scheme. This would immediately relieve a great deal of the distress and hopelessness that prevails amongst the rank and file of our educated classes in the province. The more substantially advanced part of our educational programme namely, technological researches, experimentations, etc. can take place under an ordered plan, in due course.

In the field of agriculture a great deal has already been suggested by the Royal Commission on Agriculture and other important authoritative committees and commissions and all the necessary information and all the various proposals are fully known to Government. Agriculture is the basis of our provincial economy. In the well-being of the agricultural community lies the prosperity and greater employment of the other classes that compose the nation. We feel that what is required is a definite programme of Agricultural Development launched by the Government after due consultation with experts and others who would be immediately affected. We again feel that whatever the programme embarked upon, it should clearly have in view the immediate possibilities as well as those a little more remote. Apart also from the division of the possibilities in agricultural reconstruction into the immediate and more remote, we wish to give it as our considered opinion that as far as possible the channel through which all these operations should take place should be the co-operative method. The co-operative system is essentially the system of self-help. Changes effected by way of co-operation would indeed be lasting and permanent.

Take for instance the problem of the scatteredness and fragmentation of holdings. They could probably be consolidated and cultivated on a co-operative basis, as has been successfully accomplished in certain districts in

the Punjab. Again, there are the all-important questions of agricultural marketing and purchase which could be carried out in an increasing measure through the co-operative agency. The problem of the supply of the agricultural credit also could be greatly promoted through the co-operative agency by ways of primary Co-operative Credit Societies, District Banks and Land Mortgage Banks heading upon in a Provincial Co-operative Bank.

In brief, it is our opinion that the Co-operative Department of the Government should be made the premier department in the administrative machinery of the province. The Government should give a clear indication of its purpose and should do everything possible to energise and vitalise the Co-operative Department in the province. It should not be forgotten that the strength and the prosperity of some of the important countries in the West is due essentially to the Co-operative Movement.

The Co-operative Movement in India has been the creation of the state and therefore it should show no reluctance in pressing for its expansion and its growth in all spheres of rural life. It need scarcely be pointed out that the services of a large number of the educated classes, carefully selected, would have to be requisitioned for the furtherance of *the Co-operative Programme*. Dairy and poultry farming should also be organized, wherever necessary, on a co-operative basis. There is also one other suggestion which we should like to press.

An effort should be made to plant colonies of educated young men on land. It should be possible to reclaim certain areas of land for the purpose.

In regard to industry, it is clear that the Provincial Government requires the active co-operation of the Central Government to launch industries in the province. It is essential that an impetus be given to the textile, leather, oil, metal, lac and other industries. Their development would furnish employment to large numbers of educated men as managers, technicians and clerks. It would alleviate poverty in general and increase the wealth of the country. The Provincial Government can also help in arts and crafts and small and medium-sized industries and agriculture. The Provincial Government already have sufficient information through its various surveys, Grid System inquiries

and other investigations to know exactly which industries to encourage and support so as particularly to assist in the relief of the educated unemployed. The Central Government have already undertaken to help the Handloom industry. The Provincial Government could doubtless take up other industries, for instance toy-making and utensil-making, etc. We could in this connection well follow the methods adopted by the Government of Bengal. We should like to draw special attention to the necessity of electrification on a large scale. It will be an invaluable aid to the prosperity and improvement of cottage industries. It will, in itself be a means of employment to educated men as electric engineers, etc. To plan industrial development on a large scale will at once remove the complaint, only too well-grounded at present, that the products of technical institutes fail to find adequate opportunity for the use of their special training and talents. In this connection it may also be pointed out that the Government should establish bureaux to furnish information and advice to industrialists so as to eliminate waste and over-competition.

In the matter of transportation and communication we know the need is great. District roads and village roads are inadequate and such as are in existence are in a bad way. Road construction would not only directly take up educated unemployed as surveyors, overseers, sub-contractors and clerks, but through the opening up of the country side specially by way of motor transport development, a fair proportion of the educated unemployed young men would be absorbed as motor mechanics, chauffeurs, motor-dealers, etc. It may be stated that in Germany and the United States the method of road construction has been adopted as one of the important ways of giving public relief and assistance to the unemployed. Similarly, there is vast scope, as there is urgent need for the construction of bridges and embankments in many parts of the province. It is also imperative to provide additional facilities of irrigation including the digging of wells. Afforestation is another important line of development which ought to be taken in hand. A great deal of planning would be necessary in all these matters.

Town planning, slum clearance even in villages is a great need of the day. A great many of the unemployed engineers, surveyors, overseers, draftsmen and other

professional and technical people necessary for the building industry would thus be absorbed. A great many school buildings it is needless to say would be necessary if the educational programme we have suggested were to be carried out. Here also would arise need of very careful planning requiring vast amounts of money. Let us briefly sum up our proposals.

Without elaborating too much, or pretending to present an exhaustive list of measures which the Provincial Government and the Government of India can undertake to meet the situation, we submit a list which we trust would prove suggestive and helpful.

We have divided our list into three portions A, B, and C. List A consists of those undertakings which we regard as of nation-building character. List B of industries of public utility character. These would, in the long run, pay their way. And List C of industries which would be of a strictly commercial nature from the very commencement.

We are, naturally, of the opinion that the Provincial Government should embark upon these three categories of undertakings as largely as possible.

*List A. Nation-building enterprises.*

(i) Educational expansion.

Especially in the Primary and Secondary stages.

Provision of agricultural and technical educational facilities. Research work.

(ii) Sanitary services extension.

Sewage and garbage disposal.

Drainage.

Water-supply.

Malarial control.

(iii) Medical.

Especially provision for women and children.

General.

(iv) Recreational.

Sports.

Theatres, Cinemas, Broad-casting. Literature, especially pictorial.

## (v) Housing.

Village housing requires urgent attention.

Congestion of houses on village *abadi* and over-crowding in houses is more severe than people usually realize.

## (vi) Co-operative Department expansion.

We believe that as far as possible all village uplift and reconstruction work should be attempted through the agency of co-operation.

*List B, Public Utility Services.*

## (i) Hydro-electric extension.

(ii) Road construction—especially inter-village and central district towns connecting roads.

## (iii) Afforestation.

Supply of timber for constructional and fuel purposes.

(iv) Agricultural machinery and appliances manufacture and distribution.

(v) Labour Exchange and Employment Bureaux.

*List C—Commercial and Industrial Enterprises*

We would content ourselves by observing that generally we agree with the recommendations of the United Provinces Industries Re-organization Committee.

Similarly, we make bold to suggest that the Government of India should examine the possibilities that may be in developing the undermentioned undertakings. We have already stated that our list is not exhaustive, it is merely suggestive.

(i) Stores Purchase Policy extension.

(ii) Shipping, particularly coastal.

(iii) Ship-building.

(iv) Railway waggon and Locomotive construction

(v) Aircraft manufacture and construction.

(vi) Motor engine and motor-building works.

(vii) Heavy chemicals industry.

(viii) Special case of some large scale industries.

(ix) Railway rates problem.

(x) Insurance either by the State, or special protection to Indian companies.

(xi) Trade Commissioners.

(xii) Military industries.

We are also of the opinion that for the formulation of sound national economic policy there must be available the service of reliable statistical intelligence. Generally we would desire to associate ourselves with the recommendations made in this connexion by the Bowley-Robertson Committee.

We are also of the opinion that Research must be encouraged, if not actually conducted by the Central Government in respect of all the vital industries of the country in the same manner as that carried out for agriculture by the Imperial Council of Agricultural Research.

It is obvious that in such a memorandum as this, it is not possible to make all the suggestions that one can for the relief of the unemployed. There are several other suggestions that may be offered from other sources which may be as efficacious as the ones we have proposed. We would, therefore, recommend a minister's committee which may be termed as the Provincial Development Committee. It would be the function of the committee to scrutinize the practicability of the various plans suggested. It should also be one of its functions not only to raise necessary loans for development purposes, but also to determine the disbursement of these loans to the various activities.

The question of finance would necessarily be the greatest difficulty that would face the Provincial Government in embarking upon any one of these schemes. However, if the Provincial Government is to take the view that it does owe a duty towards the unemployed then it must face this proposition and raise the necessary funds.

An Unemployment Insurance Scheme which of course would have to be on a contributory basis would unfortunately not be of any avail for at least the next three or five years. It may be well to mention here that in certain Central European countries unemployment insurance schemes have been functioning on a non-contributory basis. But probably it would be futile to put forth the suggestion that the Provincial

Government should help the unemployed in this manner. Nonetheless, it is necessary that investigation should be made immediately for inaugurating an Unemployment Insurance Scheme, at any rate so far as it would concern the industrial and educated population of the province.

In the absence of unemployment insurance we feel that assistance or relief is incumbent upon the Government. This relief or help can take place through the means we have indicated above. The kind of undertaking we propose would automatically serve as a means test. Those unemployed in distress would certainly come forward and join in the undertaking proposed and the others naturally would stay away.

Some of the proposals we have made would be of a type that would be self-liquidating, that is, after a period of time they would expect to earn surplus over working cost. Others of course would not give any monetary return.

In either case large capital resources—fixed and recurring—would be required for several years. Provision necessarily will have to be made for these.

Before indicating the possibilities that we think may be tried for increasing our resources in the Central and Provincial Governments, one matter which we think needs very careful re-examination by both sets of Governments, is the question of retrenchment. The burden of administration, civil and military, must be brought more in proportion to the economic means of the people. We do not desire to secure economy at the cost of security, efficiency and integrity of the administration; but we are not convinced that we cannot go further with the process of retrenchment, without jeopardizing the administration.

We shall now consider what is possible within our Provincial revenue system. We are not in possession of the Financial Memorandum submitted by our Government to be placed before Sir Otto Niemeyer, but from such fragments as have appeared in the Press, we find that for the next five years, till 1940-41, we shall have to reckon with continued Provincial deficits, and this in spite of all possible retrenchment and all possible increase of revenue. So clearly we cannot expect the province to finance any of these projects.

Therefore the only hope we have is assistance from the Central Government.

We feel that the following matters need to be examined, to see if they cannot act as a stimulus to industrial activity and revival of trade and commerce:

(i) We feel that a reduction of the rupee ratio to 1s. 4d sterling will act as a potent stimulus to our exports, thus helping our agriculturists as well as our industrialists. More powerful and better placed countries than India, have admittedly adopted this device to help their economic plight. In our case, we shall only be going back to a ratio which has always been regarded as the standard ratio regulating our currency with that of England. We, however, admit that the effects of such a change cannot last for ever. But the advantage gained, though of temporary duration, would undoubtedly be very helpful at this juncture.

(ii) We are also of the opinion that our sterling obligations, contracted by the Government by way of Loans, should as far as possible be converted into rupee loans. Money is easy in India and Government would have no difficulty whatever in floating these loans in the country. Thus not only would we be able to obtain these loans at cheaper rates, thus very much lessening the burden to the tax-payer, but also we would stop the annual drain that is necessitated to meet these obligations abroad. We earnestly urge that this matter should very carefully be examined by the State once more.

(iii) We are of the opinion that we should apply more vigorously than we have done hitherto, the policy of discriminating protection. Charity begins at home. Far richer, more advanced, more developed and better equipped nations than ours, have depended on various degrees of protection, for their own economic safety. There is every reason that India should follow this line of economic evolution. The infant industry argument is not entirely devoid of sense where Indian industries in the main are concerned. We can stress this specially in regard to all key and basic industries. The one substantial reason against the raising of the tariffs wall is the decline of



revenue. The fall in customs revenue would undoubtedly seriously affect the financial position of the Central Government. But may not a hope be extended that what is lost temporarily, through decline of customs revenue, may in course of time, be reaped and gathered in enhanced yield from the income-tax, railway revenue, etc.? Besides, countervailing excise duties can be imposed to make good the loss from the customs.

Apart from these measures, we feel that there is a great deal of weight in Mr. Gavin Jones's proposal that the Government of India should inflate the currency by issuing more notes. Under the present position currency notes could be issued against "Created Securities" to the value of about 15 crores of rupees without jeopardizing the confidence of the public in the convertibility of the note issue. Whether or not it would be necessary or advisable to issue notes up to this extent, we are, however, of the opinion that this method of providing funds may be seriously examined by the Government of India.

Such money raised could be distributed to the Provinces for their various, approved nation-building measures. Such action would undoubtedly raise the price level—other things remaining the same and would naturally act as a helpful stimulus to agriculture as well as to trade and industry. Notes would be infused into circulation and such notes returning to the Treasuries or the Reserve Bank above need, could be cancelled, and the "Created Securities" to that extent could be withdrawn. While undoubtedly such inflation of the currency would be a form of hidden taxation, yet it would be justified, because of the beneficial uses the moneys thus secured would be applied to in the various nation-building projects. It would also save the country the need and necessity of providing for the repayment and service of a loan—which would have to be incurred if this method were not approved.

Our final suggestion for raising financial help is by way of public loans. We have already stated that the Government of India's credit is very high indeed. The Money Market is easy. Loans therefore can be easily raised at very cheap rates. Full advantage should be taken of this monetary situation.

Naturally the strictest scrutiny should be made of the objects for which the loans are raised, and all the necessary safeguards should be provided for the repayment and the service of the loan. All the well-known methods and devices of raising, employing and repaying loans can be examined to suit specific needs. This is hardly the place to go into the manifold details. Guarantee of capital, or guarantee of interest, question of creating Trustee securities, etc can all be considered on the respective merits of each case. But the way of loan is one of the very well-known methods of opening up and developing a country and should be fairly freely employed in India especially at the present juncture.

We probably did not mention that we do not eliminate the consideration of fresh taxation or the enhancement in the present rates of taxes, or the levy of particular cesses as means of raising necessary additional funds. These should be explored and applied as has been indicated in several official and non-official proposals

We feel that in the Province the machinery indicated by the United Provinces Industrial Finance Committee should be utilized for expenditure of money for measures mentioned in list C.

For measures indicated in lists A and B we feel that the channel of control over the expenditure of moneys should be either through the proper Departments of Government directly concerned, or the Co-operative Department, or the machinery brought into existence by the Village Uplift Organization of the Government. These may, if necessary, be modified to suit particular conditions. We do not feel there is any special need to create fresh bodies, new machinery and organizations unnecessarily. We should try to avoid duplication of machinery as much as possible.

For the Central Government it may be necessary to have an Economic Advisory Committee, or a Loans Development Committee or some such body, representative of the Provinces, the various interests concerned, and the respective Houses to advise, and if need be to operate these projects of an all-India character. But, here, again duplication of machinery should be avoided.

We would in fact wish to have the matter of retrenchment, rates of taxation and kinds of taxation re-examined by competent authority. We would for instance wish to know whether agricultural incomes could not be

brought within the range of Provincial taxes. We would like to investigate the possibilities of such fresh taxation as estate duties and succession duties. We would like to find out to what extent such taxes as terminal taxes, excise duty on tobacco, on marriage expenditure, etc. would be feasible. All these avenues of taxes are yielding large incomes in other countries. If the State in India is to discharge the national services commonly accepted as state obligations in other countries it is but logical that the state should have the power to increase its revenues. In this connexion we suggest that the Government should explore the possibilities of putting to use the incomes from waqf and other religious endowments and charities, as well as interest lapsing to Government on account of religious scruples. It may be possible to press some of this income into the service of education.

Apart from economy in administration, increase of rates of present taxation and discovery of new sources of taxation, the Provincial Government will have to obtain authority to raise loans for the financing of the various propositions suggested above. It must be borne in mind that inspite of deficit budgets and economic depression most of the countries in the world have taken bold steps in raising revenues in order to meet the problem of unemployment. This is a duty which neither the Provincial Government nor the Government of India can easily put aside. The matter is so urgent that it cannot bear postponement. The calamity is as great as war itself. Financial operations of the type that are commonly put into force during war time are necessary to meet the situation. We cannot afford to tinker with the matter. We must go to the roots of the problem of unemployment and seek its cure in an extensive improvement of economic conditions in the province and in the country as a whole.

In the preparation of this note we have received most valuable help from Dr. Beni Prasad and Mr. S. K. Rudra, our colleagues of the Allahabad University.

## NOTE 5

### Memorandum by Mr. M. G. Holmes, of the Board of Education, London, on Agencies for Advising on Employment and Finding Posts

1. *Elementary schools*—At the present time, there are in Great Britain, 192 Local Advisory Committees for Juvenile Employment (administered locally by the Ministry of Labour), and 107 Choice of Employment Committees (administered locally by the Local Education Authority, but under the central supervision of the Ministry of Labour). There are also two National Advisory Councils for Juvenile Employment (one for England and Wales, the other for Scotland), which review the major problems, of vocational guidance and juvenile employment, over the country, as a whole, in order to assist the work of the local committees of both types.

The work of the local committees falls into three main types : (a) to give advice to children (and their parents), before the former leave school, in choice of suitable employment, by lectures, addresses, and visits to work, film displays on industrial subjects, the distribution of literature on careers, and individual interviews between boys and girls (and their parents) and representatives of the Committee ; (b) to place the boys and girls in suitable employment, either at home, or at a distance ; (c) to assist employers to obtain an adequate and suitable supply of juvenile labour, whether from local, or from distant sources.

They are assisted, in this work, by the staff of the Local Juvenile Employment Exchange.

Until the passing of the Employment Act, 1934, it was frequent, but far from universal, for children to obtain employment through the Local Juvenile Exchanges, although they were under no obligation, to visit the Local Juvenile Exchange, until they entered the Insurance Scheme, at the age of 16. The lowering of the age of entry into insurance, under the recent Act, and the provision, that employers must henceforth notify the Exchange of all dismissals, should make it possible, for a much larger proportion of boys and girls, to be given advice and help in, seeking work, immediately after leaving school, and later on.

In many areas, however, especially rural areas, and those, where reorganization of the schools, on Hadow lines, has not been completed, the old individualist tradition, of obtaining work, by personal connection, or recommendation, tends to persist. In many cases also, and perhaps especially in reorganized areas, a great deal is done, by the Head Teachers of Senior or Central schools, who are often in touch with local employers, and whose recommendation, based upon personal knowledge, is regarded, by employers, as of great value.

2 *Secondary schools*—Secondary schools cater for pupils between the ages of 11 and 19. For the most part, the pupils come from Elementary schools, as the result of a competitive examination, taken between the ages of 10 and 11. Between the ages of 16 and 17, the pupils sit for an examination, commonly called the School Certificate Examination, which serves a variety of purposes. In the first place, it serves, subject to certain conditions, as a means of entry to the Universities. But the great majority, of Secondary School pupils, do not continue their education, beyond the stage of the School Certificate Examination, and for them success, in the examination, opens the door to positions, as clerks in Banking, Insurance and similar houses, as well as furnishing them with exemption, from the ordinary tests of admission to various professions. A number of Secondary School pupils, who have made up their minds, as to their future occupations, secure entry to them in this way, but there are many, who need guidance, in the choice of their future careers. For such pupils, there exist the Employment Committees of the Incorporated Associations, of Head Masters, and of Head Mistresses, of Secondary schools. The former Committee is composed of 15 Head Masters and 9 representatives of Industry and Commerce. It is responsible for advising and placing, in employment, boys, from over 200 schools. The latter Committee is similarly composed of Head Mistresses of Secondary schools and representatives of Industry and Commerce, and has similar functions. Both these Committees are Executive Committees, and are limited to London and the Home Counties, but, in other parts of the country, there are Regional Committees, with deliberative functions, working in close touch with the Juvenile Employment Bureau. From time to time, the Associations of Head Masters and Head Mistresses, in co-operation with the

Ministry of Labour, issue pamphlets, dealing with various careers. Their purpose is to afford useful and authoritative information to parents, teachers and all, who are concerned in advising boys and girls, from Secondary schools, on the choice of a suitable career.

In recent years, too, a certain number of schools—this applies particularly to the Public schools—have appointed Careers Masters, whose function it is to study the personalities and idiosyncracies of the pupils, and to advise them as to the careers, for which they are best suited.

3. *Special schools, i.e. schools for blind, deaf and defective children*—Children are sent to Special schools for the blind, deaf, mentally and physically defective, and epileptic, and usually stay, until they reach 16. As these schools are smaller than the ordinary schools, it is often possible, for the Head Teacher, to find employment for children leaving school. In addition, there are usually voluntary After-Care Committees, in connection with the school.

For blind children, special arrangements are made. If they are trainable, they are sent to Vocational Training Courses, which receive grant from the Board of Education, and afterwards find employment, either in workshops, run by Blind Persons Act Authorities, or in Home Workers Schemes, which are also aided by these Authorities.

Vocational Training Courses also exist for the deaf, and employment is found for them, by Welfare Societies, and by the Missions for the Deaf and Dumb.

In London, there is close co-operation, between the Ministry of Labour and the London Association, for the after-care of blind, deaf and crippled children, which acts as the department's agent, for advising and placing children in employment.

Physically defective children frequently return to ordinary schools, after attending Open Air Schools, or being treated in Orthopaedic hospitals, and obtain employment, through the ordinary channels. There are also a few training institutions for cripples after leaving school, and employment is usually found, by those institutions, or by voluntary agencies.

4. *Approved schools,\* i.e. schools, which prior to the Children and Young Persons Act, 1933, were known as Reformatory and Industrial schools*—In practice, the

\*These are under the control of the Home Office

Heads, of these schools, find work, for nearly all the boys and girls. Indeed, it is quite exceptional, for such, to leave the schools, without a job, having previously been found for them.

In some instances, parents notify the school that they have a good job in view, and the Head then satisfies himself, either by personal investigation, or through some such person as the Probation Officer, that it is suitable.

In the majority of cases, however, schools have built up, over a long period of years, such a connection with employers of labour, not only around the schools, but in several other localities, that through these, the schools are able to place boys or girls, directly into work. This works particularly well, and it is satisfactory to hear, on all sides, that employers are asking for another boy or girl from the schools.

For three years, after the boys and girls leave the schools, the Head Master, or one of his staff, keeps in close touch, sometimes making use of a local friend, to assist in this work. This after-care is, of course, a most valuable part of the work. The boys and girls cannot leave their employment, without the permission of the managers, but provided, it is advantageous to the individual, of course, no difficulty is raised.

5. *Technical schools*—Junior Technical schools provide a full-time education, of two or three years, in industrial or commercial subjects, with continued general education, for pupils, aged normally 13 on admission. Junior Housewifery Schools afford a training in domestic subjects, combined with general education, in full-time courses, extending, at least, till the age of exemption, for pupils, aged normally 13 on admission.

These schools are set up, in close connection with prospective employers, so far as the Junior Technical Schools are concerned, and the output of the schools is normally earmarked for employment, if the course is satisfactorily completed. The Junior Housewifery Schools train pupils, primarily, for domestic service, and have no difficulty in placing their output.

Junior Departments, in Art Schools, provide a preparation for employment in artistic industries, with continued general education, in full-time courses, of two or three years, for pupils, aged normally 13 or 14 on admission. Generally speaking, these schools have the same close touch with the relevant industries, as in the case of Junior Technical Schools.

Senior full-time courses, in Colleges for Further Education, are either in preparation for specific occupations, or for University, Intermediate or Final Degree examinations. Both types of student aim at improving their qualifications for some industrial occupation and, generally speaking, these courses are attended by students, who have some specific employment in view. The Heads of these colleges are in close touch with the local industries, and generally succeed in placing, in employment, the students, who have satisfactorily completed the course

Full-time students in Art Schools, by the very nature of their study, cannot be easily classified from the point of view of their placing in employment, but they can usually be regarded as working, either for some specific artistic industry, or for the Board's Art examinations, with the view of qualifying either as artistic designers, or as teachers of Art.

6. *Universities*—For many years, both Oxford and Cambridge Universities have maintained Appointments Boards, the purpose of which is to assist students, on graduation, to find suitable posts. With the growing recognition, of the value of University education, by big businesses and Public Utility Corporations, the field covered by these boards has increased greatly in recent years. Some of the provincial universities make similar arrangements, though they are naturally of a less formal and elaborate character. For those graduates, who desire to enter the teaching profession, there are scholastic agencies, such as Gabbitts Thring & Co., and Truman and Knightley, Ltd.

7. *Psychological tests*—An account, of the work of the National Institute of Industrial Psychology, has been given in Mr. Angus Macrae's book "Talents and Temperaments." Speaking generally, the aim, of these experiments, has been to show that, by means of intelligence tests carefully devised and controlled, much valuable information may be gained of the mental abilities of the pupil, and the type of occupation, for which he is likely to be suited. It is worth referring specially to the results of the first experiment in London. A certain number of children were examined, and were given advice, as to the type of occupation recommended. Two years afterwards, by a house-to-house visit, enquiries were made as to the results. It was found that 83·6 per cent.



of the children, who had followed the recommendations, had found their occupations congenial and were satisfied with their pay and prospect, 14·3 per cent. were satisfied with their work, but not with their pay and prospects, and only 2 1 per cent. had not found the work congenial. Of the children, who had ignored the recommendations, the corresponding percentages were 39·4, 18·2 and 42·4 respectively.

Two experiments have been carried out recently, in the areas of Birmingham and Willesden, by the Local Education Authorities, in co-operation with the National Institute. A full account of the Birmingham experiment has been published, and the summary and conclusions states that "the experiments definitely corroborate the results of the previous London research, and indicate that tested children, placed in recommended posts, are more satisfactorily placed, than others, not similarly placed."

## NOTE 6

(*Vide personal note by the Chairman*)

**Memorandum which was prepared in December, 1932 for Members of a deputation from China, and which was supplied to the Chairman by Mr. L. Brooks, Divisional Inspector, London County Council**

### EDUCATION IN LONDON

#### I—INTRODUCTION

The administrative County of London has an area of about 117 square miles with some four-and-a-half millions of people. Within this area, the London County Council is the local authority for both elementary and higher education. The Council exercises its power as Education authority through its Education Committee, which is composed of 50 members, 5 of whom must be women, and the Education Committee itself delegates powers to a number of Sub-Committees. These Sub-Committees receive reports from the officers of the Council, initiate and consider proposals affecting educational progress, and decide questions which fall within their delegated powers. It is a statutory duty of the Council imposed by the Education Act, 1921, to provide for the progressive development and organization of education in the County, and the Council carries out this duty by directly providing and maintaining schools or, subject to conditions, aiding financially schools, which are not provided by it.

*Number of pupils*—In the schools, institutes and colleges maintained or aided by the Council, there are nearly 900,000 pupils ; of these about 620,000 are children under 14 years of age, about 132,000 are adolescents between 14 and 18 years of age, and about 146,000 are adults. These pupils are in attendance at various types of day and evening schools and institutions, e.g., Elementary Secondary, Central, Special (for defective children) junior technical, higher technical, senior art, day continuation schools and evening institutes. (*Detailed statistics are given in the pamphlet "Fundamental Statistics."*)

*Administration*—In the administration of these schools and institutions, the Education Committee is

assisted voluntarily by Managers, Managing Committees, Governors and Advisory Committees, while the inspection of the work in the schools is done for the Council by a staff of Inspectors under the supervision of a Chief Inspector. His Majesty's Inspectors also inspect schools on behalf of the Board of Education, since the State bears a portion of the expenditure on Education.

The central administration is directed from County Hall, the Education Committee being served by the department, of which the Education Officer is the head; but, in addition, there are 12 divisional offices distributed over London, at which are undertaken certain pieces of detailed administration dealing mainly with elementary schools. In all types of schools, head teachers have the fullest measure of freedom, as regards internal organization, including such matters as the classification of children, the framing of syllabuses, and the choice of textbooks.

The Education Officer's department is organized on a branch basis, each branch dealing with one particular aspect of work, e.g., elementary education, higher education (secondary and university), technology, special services, accommodation and attendance. It will be apparent, however, that work of such magnitude must affect many other departments dealing with local Government, as, for instance, housing, public health, parks, etc., and all these departments, in their several ways, contribute their part to the organization of London's education system.

*Expenditure*—The estimated expenditure of the London County Council on its education service in the financial year 1932-33 is £12,776,710. Of this, 35 per cent is met by grants from the State (Board of Education), i.e., from taxes, and the greater part of the remainder by the rates, only a very small amount being accounted for by the fees of pupils and students (*See also "Fundamental Statistics"*).

## II.—ELEMENTARY EDUCATION

*Type of school and attendance*—Of all the pupils receiving full-time instruction in London, over 90 per cent. attend the elementary schools. These elementary schools, as in the country generally, are of two kinds, Provided (or Council), i.e., those actually provided by the Council, and Non-provided (or Voluntary), i.e., those not provided by

the Council. The school buildings of the non-provided schools are the property of the managers, who are usually members of a religious denomination. The teachers in such schools are appointed and dismissed by the managers, subject to the sanction of the Council, and the religious instruction is denominational. Council schools are directly controlled by the Council, religious instruction being undenominational. In other respects—salaries of teachers, supply of books and equipment, staffing, etc,—the two kinds of schools are on an equal footing. Education is compulsory from the age of five to the end of the term in which the child becomes fourteen, but, at schools where accommodation permits, children, under five but over three years of age, are admitted. To ensure the attendance of children at school, personal visits are paid to the homes of the children by officers appointed for the purpose called school attendance officers.

*School buildings*—The progressive development, in the planning and architecture of schools, is well represented in London. The older schools lack many of the amenities of the modern schools, but in the planning of new schools an effort is made to meet modern ideas on schools buildings, and in particular to secure as much sunlight as possible. Where it can be arranged, class rooms face south. The class rooms generally accommodate 40 boys or girls, or 48 infants. The hall is sufficient to hold the whole of the children. As a rule, there is now a head teacher's room, and separate rooms for the teaching staff, for the medical inspection of children, and practical work rooms.

*Curriculum*—The ordinary subjects of the curriculum include English, Arithmetic, History, Geography, Science, Drawing, Singing, Physical Training, various forms of handwork, including woodwork and metalwork for boys and domestic science for girls, and Bible instruction. The curriculum of the elementary schools in London is not settled by the Council, except on broad principles, each school has self-determination within wide limits. Apart from one or two exceptions, however, the ordinary elementary school does not include a foreign language among its subjects of instruction. This freedom in the curriculum has led to many interesting developments suited to particular districts and types of children. Educational visits during school hours to places of interest, such as museums, the Zoological Gardens, etc.,

in or near London, including visits to Shakespearean performances, also play an important part in the development of the children's education.

*Physical exercises, games and school journeys*—Special health classes have been established, for the benefit of children requiring more than the usual amount of physical exercise, and schemes have been introduced for the provision, in outlying areas, of playing fields combined with class rooms, to enable children from crowded areas lacking playing facilities, to spend a whole day or half a day under conditions affording ample opportunities for games. Organized games are a feature of London education, and every opportunity is taken to afford facilities for open-air exercise in school time: thus football, cricket, swimming, netball and sports of all kinds are encouraged as much as possible. Outside the class room, there are other educational activities also. School journeys are organized, permitting a fortnight's stay at the seaside or in the country. As well as possessing educational advantages, these journeys are found to exercise a beneficial influence, from the social point of view, springing from a new environment and a closer contact of the children amongst themselves and with strangers.

*Scholarships*—Between the ages of 10 and 11, all children sit for the Junior County Scholarship Examination. The children who do best at this examination are awarded scholarships, or free places, entitling them at the age of 11 to attend secondary schools; those children, who acquit themselves with credit, but do not reach a sufficiently high standard to obtain such scholarships or free places, are considered for admission to central schools; the remainder are transferred, wherever possible, to senior schools. The scholarship scheme is referred to later (Section V).

The 84 central schools in London which, as indicated in the previous paragraph, are of the selective type, are administratively a part of the elementary school system. They originated in London, but are now to be found in many other parts of the country. They offer a four or five years' course of education, more advanced than is possible in ordinary elementary schools, from the age of eleven years, and although some of their pupils go on to other types of full-time education, it is the aim of the central schools to fit their pupils to enter industry or commerce, at the age of about fifteen or sixteen years.

They offer a foundation course in general education, with a bias towards either commerce or technical subjects in later years. A foreign language—generally French, less often German—is always included in the curriculum of the commercial bias schools, and of a few technical bias schools

*Re-organization of schools (Hadow Re-organization)*—Special attention has been paid to the needs of the children who remain in the elementary schools, after selected children have gone to the secondary and central schools. Formerly, the standard organization was Boys' Girls', and Infants' Departments, but now the aim is, to give, as many pupils as possible, a fresh start in school life at the age of 11 years, by transferring them to a senior department organized with the purpose of meeting their needs. As far as possible, schools have been grouped for this purpose, so that two, three or more neighbouring schools, hitherto with separate identities, are organized jointly, some for junior departments—Junior Boys and Junior Girls—the others for senior departments—Senior Boys and Senior Girls

The idea behind this type of organization, apart from the stimulus a child receives from a fresh start at the age of 11, is that the concentration, of children with a limited age range, enables them to be more suitably classified, and facilitates the framing of curricula specially suited to the requirements of seniors and juniors respectively :

The following is an illustration of an 'Hadow re-organization.

*Before re-organization*

*After re-organization*

*First School—*

*First school—*

Infants aged 3 to 7 + years  
(mixed)

Infants aged 3 to 7+ years .  
(mixed)

Boys aged 7 + to 14 + years.

Junior boys aged 7+ to 11+  
years

Girls aged 7 + to 14 + years .

Junior girls aged 7+ to 11+  
years

*Second school—*

*Second school—*

Infants aged 3 to 7 + years  
(mixed)

Infants aged 3 to 7+ years  
(mixed)

Boys aged 7+ to 14+ years

Senior boys aged 11+ to 14+  
years

Girls aged 7+ to 14+ years .

Senior girls aged 11+ to 14+  
years

### III—SPECIAL SCHOOLS, NURSERY SCHOOLS, RESIDENTIAL SCHOOLS AND HOMES CONDUCTED UNDER THE POOR LAW ACT, 1930—MEDICAL SERVICE—PROVISION OF MEALS—CARE COMMITTEES.

*Schools for defectives*—For children, who, from some physical or mental defect, are unable to profit by the instruction given in ordinary elementary schools, special schools have been established. These comprise schools for children who are blind, partially blind, mentally defective, physically defective (i.e., orthopædic cripples, or children suffering from defective hearts, anæmia or tuberculosis), deaf, or partially deaf. The instruction given is suited to the needs of the children, and includes, for example, Braille writing and reading for blind children, lip reading and speech for deaf children. Trade subjects are also taught to the older pupils at these special schools. The Council uses a fleet of ambulances to convey children who, owing to their physical defects, could not otherwise travel to and from school. Other children are taken to special schools by guides employed by the Council. The Council pays the bus or tram fares of these children. A nurse is attached to the staff of each school for physically defective children. The schemes of instruction for defective children are modifications of that obtaining in the ordinary elementary school, more time being given to manual occupations. The problem of the debilitated, anæmic or tuberculous child, is met largely by open-air schools and open-air classes.

*Open-air schools*—At the day open-air schools, the physical condition of the children is kept under regular observation. They are provided with 3 meals a day. A daily rest, after the mid-day meal, is an important feature of the health treatment, and the curriculum is framed so as to include a good deal of practical work and to take full advantage generally of open-air conditions. Parents contribute to the cost of the meals according to their means.

At the residential open-air schools, children usually stay from 4 to 6 weeks. They are admitted on the certificate of the school doctor; their fares to and from the school are paid by the Council. The dietary is approved by the School Medical Officer. As in the case of the day open-air schools, parents contribute to this cost according to their means.

*Nursery schools*—The Council maintains three nursery schools, and aids financially 12 others. Children are admitted at the age of 2, and generally remain until they reach 5 years of age. The aim of the nursery school is to cultivate good habits, to secure cleanliness of person, good manners at table, clearness and comeliness of speech, and kindness and consideration for others. These schools are situated in poor neighbourhoods. Dinner is provided, and in some schools breakfast and tea also, the parents contributing towards the cost of the meals according to their means. The children are regularly seen by the school doctor.

*"Poor Law" schools*—The Council is also responsible for the maintenance of residential schools, and children's homes, provided under the Act for the relief of the poor. There are 21 schools and homes of this character, many of which are situated outside London. In these schools, children are maintained, educated, and receive training to enable them to obtain suitable work on leaving school.

*Medical inspection and treatment*—The health and well-being of the school child receive very careful attention. There are in London, as in every big city, some children who suffer from the effects of poverty and home neglect, and the Council supplies meals for those who are unable, by reason of lack of food, to take advantage of the education provided. It is, however, a statutory duty of the Council to make adequate arrangements, for attending to the health and physical condition of elementary school children. For this purpose, a staff of full-time and part-time doctors, nurses, and dentists is engaged. Specialists are employed to deal with certain defects and disease. Medical inspections are held at regular intervals, i.e. when children enter on school life, when they reach the age of eight years, when they become twelve years of age, and also in the last term but one at school, while special medical examinations are made of scholarship winners and entrants to central schools, and at any time in the case of ailing children. Ailing children suffering from visual defects, enlarged tonsils and adenoids, dental decay, ringworm and minor ailments are treated by competent practitioners at School Treatment Centres, of which there are about 90. The scheme of medical and dental treatment in London provides for the treatment of over 290,000 child patients during the current year.



*Care Committees*—In the provision of meals for necessitous school children and in its arrangements for the medical treatment of children, the Council is assisted by children's care committees, which are composed of voluntary workers, and are organized for each school or group of schools. The foundation of the care committee system is personal service, and the aim is to assist every child to take the best advantage of the education received, and turn it to the most profitable use when setting out in life. There are twelve local children's care offices in London, each in charge of a district organizer, and each the centre of the "care" activities of about one hundred schools. The whole system is supervised by the principal organizer at County Hall. Children's care committee work comprises

(1) The selection of children who are insufficiently fed, in order that they may be provided with school meals, until home circumstances render this unnecessary.

(2) Following up, in the homes, the cases of children, who have been medically inspected, so as to ensure, as far as possible, that advantage shall be taken of medical advice and treatment.

(3) Assessing the amount parents shall pay for school meals, or for medical treatment at the Council's clinics

(4) The care of children in difficulties due to various causes, such as temperamental instability, parental neglect, etc.

(5) Ensuring that children about to leave school shall receive advice on the question of employment, opportunities for continued education and wise social recreation.

#### IV—SECONDARY SCHOOLS AND HIGHER EDUCATION

*Secondary schools—Types of school*—By the Education (London) Act, 1903, the London County Council was constituted the local education authority, for all forms of education in the Administrative County of London, and it became a duty of the Council under that Act to supply or aid the supply of education, other than elementary.

There already existed a number of secondary schools, some of them ancient foundations, others newly established. The Council encouraged the development

of the existing schools by granting financial aid, subject to the fulfilment of certain conditions. In addition, the Council has founded new secondary schools under its own direct control. Besides these two types, there are other secondary schools in London which (i) receive financial aid direct from the Board of Education, and (ii) do not receive financial aid either from the Council or from the Board of Education, but which, nevertheless, the Board of Education recognizes as "efficient" schools. It must not be assumed that a school, not recognized as efficient, is not in fact efficient, as some schools of established reputation have not applied for recognition. The London secondary schools, with one or two exceptions, are for boys or for girls separately. A large proportion of the pupils are drawn from the elementary schools, a number pay fees, and a number are admitted free by means of scholarships, awarded by the Council, or by the School Governors.

The following table gives the approximate totals of pupils on the rolls of the various types of secondary schools

	<i>Boys</i>	<i>Girls.</i>
1 Schools maintained by the Council	5,250	6,500
2 Schools aided by the Council	11,950	9 500
3. Schools aided by the Board of Education	1,800	3,600
4 Schools other than private schools recognized as efficient but not aided by the Board of Education	2 600	1 700
5 Three schools of high standing not in Board of Education List	1,000	450
6. Private schools recognized as efficient Secondary Schools by the Board of Education	200	600

In addition, there are very many private schools in London not recognized by the Board, some of which give education of a secondary type.

*Curriculum*—The regulations of the Board of Education, applicable to schools in categories 1, 2 and 3 above, require the inclusion of English, Scripture, French, Mathematics, Science, History, Geography, Art, Music, Physical Education, and either Handicraft or Domestic Science. In nearly all London secondary schools, Latin is also taught; in a large number, German; in some Greek and in some Spanish, and in certain schools there are special courses in commercial subjects. There is

not in London that differentiation into types of schools according to the nature of the curriculum, which is a feature of some continental school systems.

Nearly all London secondary schools have playing fields for organized games, either on the school site, or in some district accessible to the school.

A small proportion of secondary school pupils win scholarships tenable at a University

*University Education*—The teaching work of the University of London is carried on in a large number of colleges in different parts of London, each under its own governing body. The Council gives financial aid to the University, in the form of a block grant payable to the University and distributed by it among the Colleges. The Council does not control the educational policy of the University.

*Training colleges*—There are 23 training colleges in London, of which 4 are under the direct control of the London County Council. Some form part of the University of London, and others are under the control of different religious bodies.

At one of the Council's Colleges (Shoreditch), men students are specially trained as teachers of handicraft, in addition to the ordinary school subjects. Three of the colleges train women to teach domestic subjects.

The Council arranges, each year, a comprehensive scheme of lectures and classes for teachers, covering most subjects of the curriculum, as well as a number of purely cultural courses of lectures.

## V—SCHOLARSHIPS

Scholarships are an important feature of the London Education Service, providing as they do for the successful students opportunities of advanced types of education. To the clever and ambitious student, they open up an avenue which may lead from the elementary school to the university, and lay the foundation for a successful career in life. A large number of the Council's scholarship winners have achieved distinction in all branches of science and commerce. The awards, in general, consist of (i) scholarships (intermediate, junior and senior) tenable at secondary schools and universities and (ii) technical and trade scholarships. The value of these depends on the financial circumstances of the parents, and may include a grant for maintenance, in addition to

remission of fees The earliest award is the Junior County Scholarship for pupils of 11 years of age The scholarships may be held at any secondary school in London (with one or two exceptions). A similar award is made (to a smaller number) at the age of 13 years

Trade scholarships are awarded to boys between 13 and 14, and to girls between  $13\frac{1}{2}$  and  $14\frac{1}{2}$  years of age, to provide instruction at day trade schools for those, who desire to become skilled workers This instruction is designed to give a knowledge of, and practical training in, a trade, and to improve the general standard of education.

Intermediate County Scholarships, tenable for two or three years at secondary schools, technical institutes, polytechnics and schools of art and music, are open for competition to boys and girls between 16 and 18 years of age These are largely awarded on the result of a "first school" examination, taken, at about the age of 16, by pupils in secondary schools

Senior County Scholarships, tenable at a University, are awarded at about the age of 18-19. Scholars must give evidence of exceptional ability, by gaining an open university scholarship or some other distinction.

The Council also instituted, a few years ago, the Robert Blair Fellowship—named after the former Education Officer—which is worth £450 a year, and enables advanced students to carry out industrial investigation abroad, for one year.

## VI—TECHNICAL, COMMERCIAL, AND OTHER CONTINUED EDUCATION

Instruction is given in all phases of industry and commerce, and the range of technical subjects covers every London trade of importance. The institutions in which this instruction is given are either aided or maintained from public funds.

*Aided institutions. Polytechnics*—The polytechnic is a type of institution originally established, by voluntary effort, to link technical education with social, spiritual and recreational activities The first was the Regent Street Polytechnic, which now has on its roll some 16,000 students. Other polytechnics were subsequently established, with the object of making a general provision in accordance with a definite scheme for technical education, and for cultural, social and recreational facilities for

young men and women of the poorer classes all over London

They have independent governing bodies, on which the London County Council has a fixed number of representatives.

The polytechnics provide, in addition to recreative and technical education for part-time evening students (up to any age) in a great variety of subjects, full-time day and technical courses, either in the form of trade schools for boys and girls, or of senior schools where students are prepared for university or professional examinations. To avoid waste of effort, the Council, in agreement with the polytechnics, has arranged that particular subjects shall be concentrated at certain selected polytechnics, e.g. advanced engineering is assigned to one group of polytechnics, advanced chemistry to another, and so on.

*Maintained technical institutions*, as a rule, specialize in instruction related to one trade. Examples are the London School of Printing and the School of Building. On the other hand, at a few maintained technical institutions, such as Hackney, Paddington and Westminster Technical Institutes, there is considerable variety of instruction. In Westminster Technical Institute, for instance, instruction is given in professional cooking and waiting, art, gas supply and engineering.

The general direction and necessary control of 'maintained technical institutions' is centred at County Hall, but considerable responsibility for management is delegated to the Advisory Committee at each institution, these committees being appointed by the Education Committee of the Council.

*Trade schools, or junior technical schools*, aim at preparing students for one specific trade or branch of a trade. Some are conducted on the premises of polytechnics and technical institutions under the general supervision of the Principal; others, mainly the girls' trade schools, are conducted on separate premises under a separate Principal. For boys, the trades are engineering, building, navigation, carriage and motor-body building, furniture making, wood-carving, book production, photo-engraving, silversmithing, professional cookery and waiting, hairdressing, musical instrument making, rubber, tailoring and boots and shoes. Boys enter between the ages of 13 and 14 and usually attend for 2-3 years.

For girls, the trade schools provide instruction in dressmaking, embroidery, hairdressing, ladies' and men's tailoring, lingerie, millinery, photography, upholstery, waistcoat-making, cookery and domestic service. The courses are for 2 years.

On the completion of their courses, the students enter the trades for which they have been trained, and in fixing initial wages the employers pay regard to the time spent in training in the schools.

*Eleven Day Continuation Schools* are maintained on the basis of voluntary attendance for students between the ages of 14 and 18

They are primarily intended for young people over 14 years of age actually in employment who, with the consent of their employers, attend for instruction during working hours ; but a large proportion of the students in these schools are young people, not yet in employment, who wish to qualify themselves for employment. The curriculum is, therefore, very largely vocational. The subjects of instruction include Business Methods, French, Mathematics, Woodwork, Metalwork, Art Design, Needlework, English, Shorthand, Typewriting, Book-keeping and Physical Training. Placing of students in employment has been facilitated by close co-operation with employers and the labour exchange.

*Commercial Training*—The importance of ample facilities for commercial training has been fully recognized

Senior and junior day courses are available for boys and girls, affording an intensive training in business economics, commercial organization and practice, mercantile and company law, principles of accounts and book-keeping, commercial commodities, etc

The City of London College, one of the London polytechnics, undertakes instruction in commercial subjects only. The curriculum includes the ordinary commercial subjects, advanced instruction in law, transport, shipping and commodities, and students are prepared for all the professional commercial examinations.

As already stated, a number of secondary schools and central schools also afford instruction in preparation for a commercial career.

For evening commercial education, there are twenty-three senior commercial evening institutes, providing instruction ranging from the ordinary clerical subjects of shorthand, typewriting and book-keeping up to advanced

classes leading to professional qualifications. There are also junior commercial evening institutes for young persons of about 14 to 16 years of age, preparing students for the senior commercial institutes

*Arts and Crafts*—London has an established reputation as a centre for pure and applied art. The Council aids or maintains a number of art schools, the curriculum of these including fine art, book illustration, poster design. Among the artistic crafts dealt with, are book-binding, cabinet making, jewellery and enamelling, embroidery, decorating, pottery, plasterwork, silver-smithing and other metal work, and stone and wood carving. The Central School of Arts and Crafts is maintained by the Council as a school solely for the training of art and craft workers. This school undertakes only advanced work, and students from local schools of art pass into it, when they have reached a sufficiently high standard. There are courses in all the principal crafts at this school, together with the ancillary drawing, painting, design and modelling.

*Relations with industry*—The relations of education and industry are carefully borne in mind, and the Council is fully alive to the importance of enlisting the assistance of representatives of the masters, and of the men, in technical education.

Care is taken to secure that, wherever possible, governing bodies and advisory committees should include amongst their members those, who have special knowledge of the needs of industry. For example, on the Advisory Council of the London School of Printing, the representatives of the Master Printers, and of the Trades Unions, constitute no less than two-thirds of the Advisory Council.

Instruction for the larger industries being given at a number of institutions, it has been found convenient to have central consultative committees of experts for each industry, which advise the Council on matters of policy affecting each industry, such as the scope and the location of educational facilities. Typical instances are the consultative committees for engineering, banking, printing, insurance and furniture.

*Evening Institutes* (about 190 in all) supply instruction in commercial subjects for senior (17 years or over) and junior students, instruction in technical subjects for junior students, instruction in all domestic subjects

and instruction in non-vocational subjects of all kinds. The institutes are grouped according to the purpose they serve, e.g. junior and senior commercial, junior technical, women's, literary, men's, men's (junior) and general institutes.

The junior institutes are linked with the senior institutes. For instance, the Junior Commercial Institutes prepare students for the work of the Senior Commercial Institutes, to which they are passed on after a two years' course of instruction, and the Junior Technical Institutes similarly pass on students to Polytechnics and Technical Institutes.

### *Non-vocational Evening Institutes*

*Literary institutes* are a comparatively modern development and are intended for adult students, who desire to devote their leisure to self-improvement, rather than to pursue a course of instruction allied to their daily employment. The subjects studied embrace a field of literature and history, art and natural science.

*Men's and junior men's institutes* provide for the needs of the unskilled workers, and are situated in the poorest parts of London. Men below eighteen years of age attend the Junior Men's Institutes. The main inducement to regular attendance is the cultivation of hobbies and the desire for general education, recreation and social intercourse. The men's principal interests are all forms of handwork and physical culture.

The *Women's Institutes* are designed to meet the special needs of girls and women in home life. The curriculum covers a wide range of domestic work, literature, history and physical culture.

A very important characteristic of all four types of institute is the social life, which is manifested in a variety of activities outside the hours of formal instruction, e.g. dramatic societies, magazines, concerts, dinners, visits to places of historical interest, etc.

### *VII—Conclusion*

It is not possible to compress, within so small a compass, a detailed account of an organization so vast as London's Education Service. Indeed, it would be difficult, in any circumstances, to compile a complete description of a service which is ever growing, ever changing, with the restless activities of London's life. And this,



perhaps, is the best test of any educational system, which should never be static, but progressive always. This brief summary may, however, help to give some working contact with London's system and stimulate a desire for a fuller knowledge of an undertaking, which involves expenditure of millions of pounds and has dealt with some millions of students. Throughout their school careers, the Council has taken a deeply human interest, providing, where necessary, meals and medical attention, that they might be able to take advantage of the education offered, watching their immediate interests through Care Committees when they left the shelter of the school walls, encouraging ambition and giving them the means—through continued education—of improving their prospects, opening up the way from the primary school to the culture of the university, and striving always to enhance the value of life for them.

## APPENDICES



## APPENDIX I

*(Vide paragraph 14 of the Report)*

## UNEMPLOYMENT COMMITTEE

UNITED PROVINCES

## QUESTIONNAIRE

1. What facts and figures can you quote to prove the existence and extent of unemployment among the young men of the United Provinces—

(a) who have received purely literary education ,

(b) who have qualified for the professions of law, medicine (including veterinary), electrical, mechanical or civil engineering, agriculture, teaching, etc ,

(c) who have received technical or professional training for any form of commercial business (including banking, insurance, accountancy, etc ) or any industrial occupation ,

(d) who have been abroad for education ?

2 What facts and figures can you quote to prove the extent to which young men, who have received a superior and/or specialized education, have been forced into employment for which such education is unnecessary, or are unable to earn a decent living owing to the overcrowding of their particular profession or calling ?

3 Do you know any form of employment in which the supply of educated young men in these provinces does not equal the demand ?

4 Do you think that unemployment has increased in the country on account of general depression, etc , or that demand for employment has increased as family incomes are now inadequate to meet the cost of an improved standard of living of the people ?

5 Is there, in your opinion, general unemployment in all classes and among all occupations in the United Provinces ? If so, what are the causes of such unemployment ? What bearing, if any, has such general unemployment, if it exists, upon unemployment among the educated classes ?

6 In relation to agriculture, are you of opinion that ancillary occupations are decaying ? If so, what measures would you suggest for their revival ?

7 To what extent is unemployment among the educated classes due to an aversion from, or to physical incapacity for any form of manual labour, even if it requires skill ? If so, can these tendencies be counteracted by—

(a) the encouragement of activities in schools such as market-gardening, carpentry, etc. so as to develop among the pupils a

capacity to utilize their leisure for profitable pursuits and to impress upon them the dignity of labour ; or

(b) the institution of a system of medical inspection and treatment for all pupils in schools and by the development of physical games and exercises, or

(c) any other means

8 Is unemployment due to an excessive number of boys who receive only literary education, and are thereby unfitted to adopt a trade, profession or calling which requires technical knowledge and skill ? If so, will you offer your advice ?

9. Do you think that during the last 30 or 40 years, there has been a steady movement of young men from villages to towns and that these young men have joined schools and colleges for general literary education ? If so, what do you think has been the result of this movement on the question of unemployment ? Do you think that it is desirable to check this tendency and that it can be checked by improving the conditions of village life and providing avenues for employment or increasing efficiency of the youth in rural surroundings ?

10 How far, in your opinion, will the introduction of co-operative marketing help in standardizing the products of industry and agriculture and thus popularizing agricultural and industrial pursuits by enabling them to obtain better prices for their products ?

11 How far would the development of dairy farming, fruit-growing, canning and preservation of fruits, vegetable-growing, sericulture, pisciculture and other similar pursuits provide careers for educated young men ?

12 Do you think that the economic consequences of the social systems prevailing in the United Provinces specially early marriage, joint family, laws of inheritance and caste, etc. are a hindrance to the employment of educated young men ?

13 Do you think that the unrestricted growth of population is likely to still further accentuate the problem of unemployment among the educated classes.

### Education

14. Do you think that it is necessary to give education to our young men for commercial, agricultural or industrial pursuits ? If so, please suggest practical measures.

15 (a) At what stage of the education of a young man should he receive training in agriculture, industries and commerce ? What measures do you suggest for the modifications in the educational system, so as to provide for training in commerce, agriculture and industries ?

(b) Whether it will be desirable to introduce some industrial education in our vernacular schools to help the sons of agriculturists to start cottage industries along with their agricultural pursuits

16 Is it a fact that a good many young men who receive education at schools and colleges and universities do so with no settled idea as

to career, but are merely anxious to obtain Government service ? If so, how do you think a change in their outlook can be brought about ?

17 You are doubtless aware of the recent resolution of the local Government to effect further changes in the system of primary and secondary education. What opinion have you to express as regards changes in the system of education in relation to the question of unemployment ?

18 What measures, in your opinion, should be taken by the Government for ensuring and demonstrating the practicability of vocational careers ?

19 Do you think that technical, industrial and agricultural schools in these provinces are serving the end for which they were instituted ? In other words, do you think that they have succeeded in settling young men in business or occupation. If not, what remedies do you suggest for improving those schools ?

20 Have you any specific recommendations to make on the question of research carried on in the universities ? Do you think that research work should, to some extent at any rate, be correlated to the economic and industrial needs of the country ?

21. (a) What, in your opinion, has led to the increase in the number of graduates in the universities during the last 10 or 15 years ?

(b) Do you think that the increase in the number of students in the universities has led to the lowering of standard of higher education ?

(c) How far, in your opinion, is the increase of graduates due to the fact that University degrees are considered as passports to Government service ?

(d) Do you think that it is desirable that Government should have a separate test for recruitment to services and not treat University degree as a qualification for entering Government service ?

(e) Do you think that it is desirable that higher education should be so diversified as to provide education for a number of young men in commerce, industries, agriculture, etc ?

22 Would, in your opinion, an addition of new subjects of study under the various faculties in the universities, such as Geography, Geology, Experimental Psychology, Fine Arts, Anthropology, Sociology, etc. have the effect of opening out new careers for our young men ?

23 Do you think, the introduction of subjects like Journalism, Estate Management and Secretarial work, etc at some stage of our education system, is calculated to improve the prospects of our young men for employment ?

### Industries

24 Do you think the inadequate development of big industries in the province is responsible for the indifference of our young men to technical and industrial pursuits ?

25 (a) Do you think that the development of industries, major and minor, in these provinces, is likely to provide employment for a large number of educated and skilled young men? If so, what specific industries, major and minor, would you like to be developed, having regard to the condition and resources of these provinces?

(b) As bearing on the question of unemployment among the educated classes, what steps would you suggest for the development of these industries and how far should the State help in their development?

(c) Do you think that it is possible to develop major, minor and cottage industries without giving them adequate protection against foreign competition, such as that of Japan? And would such protection help in the solution of the question of unemployment?

(d) How far, and to what extent, in your opinion, will the encouragement of cottage industries provide employment for educated young men? How far is the promotion of large scale industries essential for that purpose?

### Agriculture

26 How far is it possible to start a scheme of colonization of educated young men on agricultural land in these provinces? Do you think that a sufficient quantity of cultivable land is available for that purpose in the United Provinces?

27 Will the extension of the Grid-electrification make settlement of educated young men in rural areas more feasible?

28 Do you think, if the country is opened up by better roads and adequate amenities are provided, that it will attract young men to settle down there in certain careers for instance medicine, etc?

29 What measures do you suggest to make agriculture a more remunerative and attractive pursuit for educated young men?

30 What crops other than food crops would you suggest for cultivation in these provinces, in order to increase their general wealth and prosperity, and how far would educated young men be induced to undertake their cultivation?

### Service

31 Is there any chance, in your opinion, of opening up more avenues for employment in services, by increasing the number of posts in any particular departments where the employees are over-worked?

32 (a) Do you think that the universities and schools should be asked to keep regular statistics of unemployment among their alumni?

(b) Do you suggest that there may be some regular body permanently established in these provinces to watch the growth of unemployment among the educated classes and to deal with it? How should it be composed?

NOTES—(1) In answering the questions you might confine your remarks to consideration of the question as it affects your institution, association or department, as the case may be, or to facts within your personal experience

(2) Please send your reply of the questions (above) to the Secretary, U P Unemployment Committee, 22-A Clive Road, Allahabad, before January 31, 1935

## SUPPLEMENT TO THE QUESTIONNAIRE

In Question no 22, Mineralogy and Metallurgy may be added  
Under Agriculture add the following questions

(1) Is the agricultural education now available adequate to enable successful students to earn decent living by settling down as agriculturists? If not, how can such training be made adequate

*Extra questions*

(1) How far can the time now used in games, sports and physical exercises be profitably used in productive manual work, thus increasing the income of the Institution concerned and infusing dignity of labour amongst the students and training them in productive manual work for future?

(2) Can you suggest practical methods to utilize surplus energy and education of the unemployed young men in universal mass education by—

(a) Opening simple schools of the *maktab* or *pathshala* pattern in *chaupals*, ordinary houses and under shady trees in the prevalent vernacular of the locality

(b) Demonstrating cheap and simple methods of hygiene, medicine and first aid

(c) The use of travelling educative cheap cinema shows and introduction of cheap radio sets for diffusing mass education in (1) Hygienic principles, (2) Simple industries, (3) Simple treatment of common diseases

(3) To what extent is the complaint of unemployment due to—

(a) An artificially higher value of education in English not justified by actual utilitarian tests in practical life

(b) The higher standard of living of students in hostels as compared to the market value of these scholars turned out after education and such residence

(4) What village industries be developed by—

(a) raising customs duties without infringing existing agreements,

(b) village organizations manned by capable young men now unemployed,

(c) co-operative societies, and

(d) demonstration units?

(5) How can a missionary spirit be introduced in the educated young men to diffuse education amongst their uneducated fellow countrymen, both by precept and personal example? Can you suggest any effective and cheap organization to infuse and utilize such missionary spirit?



## APPENDIX II

(Vide paragraph 23 of the report)

### (A) LIST OF WITNESSES

#### (1) Allahabad, 1st sitting

10th January, 1935

1. Doctor N R. Dhar, D SC. (London and Paris), F I.C., I E S., Head of the Chemistry Department, Allahabad University.

2 The Rev. Dr C. H. Rice, M A, PH D., Principal, Ewing Christian College, Allahabad

3. Rai Sahib Mr Kaushal Kishore, B A, L T., F R.G S, Registrar, Departmental Examinations, United Provinces, Allahabad.

11th January, 1935

4. Lala Sangam Lal Agarwala, M A., LL B, ex M.L C., Advocate, Allahabad.

5 Mr C H Powell, M B I C.C, Principal, Government Carpentry School, Allahabad.

6 Dr K N. Katju, M.A., LL.D., Advocate, High Court, Allahabad.

12th January, 1935.

7 Mr Mason Vaugh, B SC, A E, Agricultural Engineer, Agricultural Institute, Naini, Allahabad

8 and 9 Mr Anwar Dayal Chand and Mr. Nilkanth Rao Joshi, B A, I D D, Agricultural Institute, Naini, Allahabad.

10. Munshi Iswar Saran, M L A., Allahabad

11 Hon'ble Mr Prakash Narain Sapru, M A., LL.B., M.C.S., Bar -at-Law, Allahabad

12 Mr W G P. Wall, M.SC, I E S, Principal, Training College, Allahabad

13 Pandit Rajeshwar Nath Kaul, M A., L.T, Principal, Government Intermediate College, Allahabad.

14 Mr N C Mukerji, M A., Lecturer, Philosophy Department and Warden, Holland Hall, Allahabad University, Allahabad

#### (2) Allahabad, 2nd sitting

15th April, 1935

1 Mr. K L Govil, M A, B COM., Lecturer in Commerce, Allahabad University, Allahabad.

2 Dr. S. Dutt, M A , F R S (Calcutta), D SC. (London), Reader in Chemistry, Allahabad University

3. Mr Prem Mohan Verma, M A , B SC , LL B , Advocate, High Court, Allahabad.

4 Mr G P Dutt, *Raz Sahib*, Examiner, Local Fund Accounts, Allahabad

5 Mr Parmeshwar Nath Sapru, Advocate, Fyzabad.

6 Mr S E J Mills, President, Anglo-Indian and Domiciled European Association, Allahabad.

7 Mr K K Moghey, L E , Consulting Engineer, Allahabad.

16th April, 1935

8. Dr M N Saha, D SC , F R S , Head of the Physics Department, Allahabad University, Allahabad

9. Mr Ram Prasad Tandon, Superintendent, Accountant-General's Office, Allahabad

10 Mr H C Dutt, L C E , B S E , Engineer (retired), Allahabad.

11. 12, 13 and 14 Allahabad Doctors examined jointly .

Major D R Ranjit Singh, O B E , I M S (retired), Allahabad

Rai Bahadur Dr R N Banerji, B SC , M B B S , Captain, A I R O , Allahabad

Dr S N Basu, M B , Secretary, Medical Association, Allahabad

Dr Jairaj Behari Mathur, M B B S , Allahabad

17th April, 1935

15. Mr N C. Mehta, I C S , Collector, Muzaffarnagar

16 Mr R C. Srivastava, B SC , Sugar Technologist to Imperial Council of Agricultural Research, India, Cawnpore.

17. Pandit Debi Prasad Sukla, B A , Warden, MacDonnell University Hindu Boarding House, and Lecturer, Allahabad University, Allahabad

### (3) Benares

18th February, 1935

1. Mr Ajodhya Dass, Bar -at-Law, Gorakhpur.

2. Mr P Russel, Principal, Jai Narain High School, Benares.

3. Mr S N Juneja, Principal, Central Weaving Institute, Benares

4 Mr R W Mathur, M A , L T , Superintendent of Education, Municipal Board, Benares

5 Mr U A Asram, Assistant Professor of Physics, Benares Hindu University, Benares

19th February, 1935

6. Professor N P Gandhi, M A , B SC , A R S M , D I C , F G S , Head of the Department of Mining and Metallurgy, Benares Hindu University, Benares.

7. Professor Bhim Chandra Chatterji, Engineering College, Benares Hindu University, Benares

8 Professor R S Jain, Engineering College, Benares Hindu University, Benares.

9 Dr N N Godbole, M A , B SC , PH D (Berlin), Professor of Industrial Chemistry, Benares Hindu University, Benares.

10 and 11. Rai Bahadur Vaidya Nath Dass, Banker and Zamindar and President, and Babu Anant Prasad Agarwala, B A., LL B , Honorary Secretary, the Benares District Zamindars' Association

12 Sardar Dogar Singh, Head of Ceramic Department, Benares Hindu University, Benares

13 Professor M L Shroff, Department of Pharmaceutical Chemistry, Benares Hindu University, Benares.

14. Kaviraj Pratap Singh, Superintendent, Ayurvedic Pharmacy, Benares Hindu University, Benares.

15 Dr. V S Dubey, M SC., PH D (Lond ), D.I C , Benares Hindu University, Benares

20th February, 1935

16. Mr S T Hollins, C I E , I P , Inspector General of Police, United Provinces

17 Mr C Maya Das, M A , B SC (Edin.), I A S , Deputy Director of Agriculture, Gorakhpur

18 Mr Narottam Dass Khatri, M A , L T , Head Master, Bisheshwar Nath High School, Akbarpur, district Fyzabad

19 Mirza Mohd Anwarul Hasan, Member of the Agriculturist Party, Benares

20 Mr R N Chakrawati, Sericulturist, Benares

21 Dr B N Singh, M SC , D SC , Head of the Institute of Agricultural Research, Benares Hindu University, Benares

22 Dr G M Singh, Department of Economics, Benares Hindu University, Benares

23 Professor Sepahimalani, Economics Department, Benares Hindu University, Benares

24 Dr H R Soni, M A , D SC (Lond ), Economics Department, Benares Hindu University, Benares

25 Pandit Ram Narain Misra, Head Master, Central Hindu School, Benares

26, 27 and 28 Representatives of Benares Hindu University Students' Union

Mr Amar Nath Mehrotra

Mr. Vishnu Dutt Sharma.

Mr Praduman Chandra Joshi.

## (4) Lucknow

*21st February, 1935.*

1 Rai Bahadur Pandit Kashi Nath, M A , M B E , Special Manager, Court of Wards Estates, Fyzabad

2 Mr H R Harrop, M.A. , I.E.S., Director of Public Instruction, United Provinces.

3 Major A W H Mathews, M I E., Principal, Government Technical School, Lucknow.

*22nd February, 1935*

4 Mr Vishnu Sahay, I C S , Registrar, Co-operative Societies, United Provinces, Lucknow

5 Dr K L Chaudhari, O B E , D P H., officiating Director of Public Health, United Provinces, Lucknow

6. Mr Mohammad Ishaq Khan, M A., LL.B , Advocate, Basti

7. Rai Bahadur Mr Tirloki Nath Kapoor, Special Magistrate, Tanda

8. Pandit Brij Nath Sharga, M A., LL.B , Advocate, Lucknow.

9 Mr D B Barve, B A , Business Manager, United Provinces, Arts and Crafts Emporium, Lucknow

10 Mr N. K Sawak Shaw, Chief Agent, Gresham Life Assurance-Society Ltd., Lucknow.

11. Dr D. Punt, B. COM , PH D , Lucknow University

*23rd February, 1935.*

12 Rai Bahadur Mr Chhuttan Lal, I S E , Chief Engineer, Buildings and Roads Branch, Public Works Department, Lucknow

13. Mr Muhiuddin Ahmad, Deputy Director of Agriculture, Sarda Circle, Lucknow

14 Mr. S. W. Haider, B SC (Civil Engineer, Glasgow), Vice-Principal, Hewett Engineering College, Lucknow

15 Mr Satyendra Nath Ray, Lecturer in Physics, Lucknow University.

16 Mr S C Sen, Principal, Shia Intermediate College, Lucknow

17 Mr Sidh Prasad, retired Advocate, Lucknow.

18 Mr Jagannath Prasad Srivastava, B A , Assistant Registrar, Co-operative Department, Lucknow.

## (5) Aligarh

*11th March, 1935*

1 Professor Mahabir Prasad, I S.E , Vice-Principal, Roorkee College, Roorkee.

2. Khan Bahadur Mr. Abdul Qayum, Deputy Director of Agriculture, Aligarh.

3 Sir William L Stampe, KT, CIE, ISE, Chief Engineer, Irrigation Branch, Public Works Department, Lucknow.

4 Mr Mohammad Huzur Alam, BSC, MRAS, FRAS, Government Inspector, Leather Industries, United Provinces Co-operative Department, Bijnor

5 Mr Jag Dayal Singh, Student, Bulandshahr Agricultural School, Bulandshahr

12th March, 1935

6 and 7. Professor K G Saiyidain and Mr Tajammul Husain, Training College, Muslim University, Aligarh

8 Lieut M Haider Khan, Reader in Chemistry and Provost, New Hall, Muslim University, Aligarh

9 Professor Mohammad Habib, Professor of History and Politics, and Provost, Aftab Hall, Muslim University, Aligarh.

10 Mr S M Shafi, Lecturer in Economics and Proctor, Muslim University, Aligarh

11 Mr A M Kureishy, Reader in Mathematics and Provost, V M Hall, Muslim University, Aligarh

12 Dr A Butt, MB, BS, Incharge, Tibbia College, Muslim University, Aligarh

13 and 14 Mr Emran Husain and Mr Mohammad Shaghil, Students of Economics, Muslim University, Aligarh.

15 Choudhuri Mukhtar Singh, ex MLA, and MLC, Manager, Daurala Sugar Works, Daurala, district Meerut

16 Mr S B Naidu, Wood Technologist and Principal, Central Woodworking Institute, Bareilly.

17 Mr Nawal Kishore Chaddha, MA, LLB, Lecturer in Economics, Bareilly College, Bareilly

18 Mr Shiva Gopal, Upper India Dairy, Meerut

19 Mr Raghubir Prasad Mathur, MSc, LT, K. P. School, Aligarh

20 Mr Bhagwati Sahai, Mayanganj, Etah

#### (6) Agra

13th March, 1935

1 Mr F G Fielden, MA (London and Cantab), Principal, Agra College, Agra

2 Pandit Raj Nath Kunzru, Chili Int, Agra.

3 Dr D L Dubey, PhD, Professor of Economics, Meerut College, Meerut.

4 Mr H L. Puxley, Professor of Economics, St John's College, Agra.

5 Mr U C Dutt, M.A, LT., Head Master, Government High School, Etah.

14th March, 1935.

6. Dr. Girwar Sahāi, M A , LL B (Lucknow), PH D (London),  
General Secretary, National Agriculturist Party, Agra Province.

7 Dr S S Nehru, M A , PH D , I C S , Collector, Mainpuri.

8 Mr Moti Lal Jaini, M A , C T , Headmaster, Government  
High School, Mainpuri

9 Mr S K Anand, M SC , LL B , Meerut

10, 11 & 12. Representatives of the Dayalbagh, Agra

(a) Mr Badri Prasad, M A , T DIP , Principal, Interme-  
diate College, Dayalbagh, Agra

(b) Mr Saran Das, B.Sc., Assistant Engineer, Model In-  
dustries, Dayalbagh

(c) Mr Shi Gopal Misra, Student, 4th Year, Dayalbagh  
Technological College, Agra

13 Sayed Abid Husam Jafri, Agra.

#### (7) Cawnpore

15th March, 1935.

1 Mr R G. Allan, M A , I A S , Director of Agriculture,  
United Provinces, Lucknow

2 Mr T R Low, I A S , Principal, Agricultural College,  
Cawnpore

3 Mr J A H Duke, Officiating Director of Industries,  
United Provinces, and Principal, Harcourt Butler Technological  
Institute, Cawnpore

4 Lala Diwan Chand, M A , Principal, Dayanand Anglo-  
Vedic College, Cawnpore

5 Mr W. J Packwood, Director, The Chemical Works,  
Cawnpore

16th March, 1935

6 Mr J. G Ryan, M B E , Secretary, Upper India Chamber  
of Commerce, Cawnpore

7 & 8	Mr A. L Carnegie, Managing Director	&	} The British India Corporation, Cawnpore.
	Mr G. V. Lewis, Director	..	

9, 10, 11, 12 Delegates of the United Provinces Chamber of  
Commerce, Cawnpore :

Mr I D Varshame, Managing Agent, United Provinces  
Glass Works, Ltd., Bahjoi

Mr L C Tandon, M A., M.COM., Professor of Economics,  
S D College, Cawnpore.

Mr Krishna Lal Gupta, Director, Benares Bank

Mr M. L. Gupta, M.A., B.COM., A.S., A.A., R.A., Incorporated Accountant and Assistant Secretary of the Chamber.

13. Lala Padmapat Singhania, President, Merchants' Chamber of Commerce, Cawnpore

14 Mr. Tazimul Haqq, Student, Agricultural College, Cawnpore.

15. Mr. Krishna Kumar Sharma, M.A., B.COM., Professor of Economics, S. D. College, Cawnpore.

16. Mr Kalka Prasad Bhatnagar, M.A., LL.B., Dean, Faculty of Commerce (Agra University), Dayanand Anglo-Vedic College, Cawnpore

17 Mr S. C. Chatterji, M.A., Principal, Christ Church College, and President, Indian Christian Association, Cawnpore.

(B) CLASSIFICATION OF WITNESSES EXAMINED

( 337 )

Place of sitting	Date	Official							Non-official							Total				
		Education	Industries	Agriculture	Medical	Cooperative	Engineering	Others	Legal profession	Businessmen	Professors of Economics	Others	Engineering	Medical Profession	Students Hindus		Muslims	Others		
Allahabad	10th January, 1935	1										2						3		
Do	11th January, 1935	2	1						2			2	1		1			3		
Do	12th January, 1935																	8		
Benares	18th February, 1935		1						1			3					1	5		
Do	19th February, 1935			1				1	1		3	7		1	3		2	10		
Do.	20th February, 1935											3						13		
Lucknow	21st February, 1935																	28		
Do	22nd February, 1935	1	1		1	1	1	2	1								1	3		
Do	23rd February, 1935		1	1		1	1	1	1			2			2		2	8		
Aligarh	11th March, 1935																	7		
Do	12th March, 1935							2										18		
Agra	13th March, 1935	1	1															5		
Do	14th March, 1935	1										2		1		2		15		
Cawnpore	15th March, 1935																	20		
Do	16th March, 1935																	5		
Allahabad	15th April, 1935																	12		
Do	16th April, 1935																	17		
Do	17th April, 1935		1														1	3		
Total	Total	6	7	5	1	3	3	5	11	11	11	31	4	6	7	3	13	127		
Total official		30													Total non official					97



# APPENDIX III

(Vide paragraph 94 of the Report)

Statement showing the total number of students passed out and employed since 1928 onwards from various technical and industrial institutes

Serial number	Name of the institution	Num-ber of students passed out	Number of students employed			Getting further training	Total number of columns 4 to 7	Number of students unemployed	Particulars unknown including those dead	Remarks
			In Industrial concerns	In their own business	In Government and other service					
1	2	3	4	5	6	7	8	9	10	11
1	Harcourt Butler Technological Institute, Cawnpore	63	36	6	10	4	56		7	These figures do not include 50 students who passed this year as details regarding these are not available
2	Technical School, Lucknow	122	92	5	3		100		22	
3	Technical School, Gorakhpur	215	147	3	1	32	183		32	
4	Technical School, Jhansi	101	42	13	21	8	84	4	17	
5	Textile School, Cawnpore	41	30	2		1	33		4	
6	Central Weaving Institute, Benares	324	70	48	19	147	284	16	24	
7	Young and Printing School, Cawnpore	91	42	21	8		71	3	17	
8	Weaving and Cloth Printing School, Bulandshahr	82	29	32		2	63	13	6	
9	Model Weaving School, Almore	50	31	12	1	3	47		3	
10	Model Weaving School, Agra	52	19	13	2	8	42		10	
11	Model Weaving School, Kharabad	84	10	53		8	71		13	
12	Model Weaving School, Mau	106	16	69		14	99		7	
13	Model Weaving School, Muzaffarnagar	107	79	20	3	2	104		3	
14	Model Weaving School, Najibabad	80	15	53		2	70	1	9	
15	Central Wood Working Institute, Bareilly	502	201	52	8	103	364		138	
16	Carpentry School, Allahabad	239	19	84	54	60	217		22	
17	Carpentry School, Naini Tal	58	34	8	5	5	52		6	
18	Carpentry School, Fyzabad	59	20	11	11	2	41		15	
19	Carpentry School, Dohra Dun	26	7	4	2	0	22		4	
20	Leather Working School, Cawnpore	103	11	42	1	2	56		47	
21	Leather Working School, Meerut	118	36	38	15	6	95	17	6	
22	Tanning School, Fatehpur	59	7	21	2	1	31		28	
23	Metal Working School, Aligarh	54	37	3	1	3	44	6	4	
24	Babuk Prasad Khatri Industrial Institute, Benares	20	8	11	1		20			
25	School of Arts and Crafts, Lucknow	204	15	47	85	10	157		47	

## APPENDIX IV

( Vide paragraph 112 of the Report )

*A—Statement showing the number of medical men employed by District Boards in the United Provinces*

District	Total number of qualified medical men employed	Number of men holding degrees from Medical College, Lucknow	Number of men holding diplomas of Agia Medical School	Number of men holding diplomas of other universities	Remarks
<b>PROVINCE OF AGRA</b>					
Dehra Dun	2		1	1 (Calcutta)	
Saharanpur	2		2		
Muzaffarnagar	6		6		
Meerut	8		8		
Bulandshahr	2		2		
Total, Meerut Division	20		19	1	
Aligarh	14	5	9		
Muttra	4	Nil	4		
Agra	9	Nil	9		
Mainpuri	2	Nil	2		
Etah	7	1	6		
Total, Agra Division	36	6	30		
Bareilly	Nil	Nil	Nil	Nil	
Bijnor	12	3	8	1 (Calcutta)	
Budaun	2	1	1		
Moradabad	9	3	5	1 (Lahore)	
Shahjahanpur	6	2	2	2	
Pilibhit	9	1	8		
Total, Rohilkhand Division	38	10	24	4	
Farrukhabad	6	2	4		
Etawah	4		4		
Cawnpore	10	2	8		
Fatehpur	4	1	3		
Allahabad	9		9		
Total, Allahabad Division	33	5	28		
Jhansi					
Jalaun					
Hamirpur					
Banda	1		1		
Total, Jhansi Division	1		1		
Benares	3		3		
Mirzapur	8		6	2 (1 Lahore) (1 Calcutta)	
Jaunpur	3	3			
Ghazipur	3		2	1 (Calcutta)	
Ballia	2		2		
Total, Benares Division	19	3	13	3	

*A—Statement showing the number of medical men employed by District Boards in the United Provinces—(concluded)*

District	Total number of qualified medical men employed	Number of men holding degrees from Medical College, Lucknow	Number of men holding diplomas of Agia Medical School	Number of men holding diplomas of other universities	Remarks
Gorakhpur	8	2	6		
Basti	9	1	8		
Azamgarh	8	1	6	1 (Bombay)	
Total, Gorakhpur Division	25	4	20	1	
Naini Tal	12	1	11		
Almora	10	1	6	3	Seems to be holding degree from other universities name not given
Garhwal	5		4	1	Ditto
Total Kumaun Division	27	2	21	4	
Total, Province of Agia	199	30	156	13	
OUDH					
Lucknow	6	1	5		
Unao	6	1	5		
Rae Bareilly	4	1	3		
Sitapur	2	2			
Hardoi	Nil	Nil	Nil		As there are no dispensaries of western system under direct control of the board
Kheri	8	Nil	8		
Total, Lucknow Division	26	5	21		
Fyzabad	9	1	8		
Gonda	9	1	8		
Bahraich	11	4	5	1 (Patna)	
Sultanpur	3	2			The chairman reports that there are five dispensaries in the district managed by the board. The Sadr dispensary is in charge of Medical Officer of the P M S cadre. Of the remaining four rural dispensaries two are staffed with medical officers of the Provincial Subordinate Medical Service and two with Agra trained men.
Partabgarh	6	1	5		
Bara Banki	9	1	8		
Total, Fyzabad Division	47	10	34	1	
Total, Oudh	73	15	55	1	
Total, United Provinces	272	45	211	14	

*B—Statement showing the number of medical men employed by Municipal Boards in the United Provinces*

Name of Municipality	Number of qualified medical men employed by municipal boards	Number of men holding degree from the Medical College, Lucknow	Number of men holding diplomas of the Agra Medical School
Dehra	1		
Mussoorie	2		2
Saharanpur			
Hardwar	1	1	
Deoband	.		
Roorkee			
Muzaffarnagar	.		
Kanana			
Baraut			
Meerut	1		1
Ghaziabad			
Hapur			
Bulandshahr			
Khurja			
Sikandrabad			
Bareilly			
Bijnor			
Chandpur			
Dhampur			
Nagina			
Najibabad			
Budaun			
Ujhani			
Sahaswan			
Moradabad			
Chandausi			
Amroha			
Sambhal	1		1
Shahjahanpur			
Tilhar			
Pilibhit			
Bisalpur			
Fatehgarh-cum-Farrukhabad	1		
Etawah			
Cawnpore	4	3	1
Kanauj			
Fatehpur			
Allahabad	3	2	
Jhansi			
Mau			
Lalitpur			
Orai			
Kalpi	.		
Konch			
Banda			
Benares	2	1	
Mirzapur			
Jaunpur			
Ghazipur	1		1
Ballia			
Gorakhpur	1		1
Azamgarh			
Almora			
Naini Tal	4	2	1
Kashipur	1	1	

*B—Statement showing the number of medical men employed by Municipal Boards in the United Provinces—(concluded)*

Name of Municipality	Number of qualified medical men employed by municipal boards	Number of men holding degree from the Medical College, Lucknow	Number of men holding diplomas of the Agra Medical School
Lucknow	3	3	
Unao			
Rae Bareilly			.
Sitapur			
Khairabad	1	1	.
Hardoi			
Shahabad			
Sandila			..
Lakhimpur-Kheri			
Fyzabad			
Tanda	.		.
Gonda			
Balrampur			
Bahraich	1		1
Sultanpur			
Bela-Partabgarh			
Nawabganj (Bara Banki)			
TOTAL	28	14	9

# APPENDIX V

(Vide paragraph 157 of the Report)

## VOLUME OF LITIGATION

A—Comparative statement of institutions before the High Court and the Chief Court within the last 6 years

	AGRA						OUDH					
	1929	1930	1931	1932	1933	1934	1929	1930	1931	1932	1933	1934
Civil Original Suit	3	9	9	13	10	10	12	10	21	10	8	10
Civil Miscellaneous Cases (Imperial Statement no 5/30)	538	634	813	944	842	997	6	5	9	8	9	6
Civil Appeals (Imperial Statement no 6/31)	2,730	2,518	2,285	1,988	2,233	2,304	499	510	522	419	471	506
Civil Appeals (Miscellaneous) (Imperial Statement no 7/32)	263	274	221	253	252	268	259	339	322	370	373	466
Total	3,534	3,435	3,328	3,198	3,337	3,669	776	864	874	807	861	988
Criminal Appeals (State-ment F—Criminal)	1,093	950	983	1,066	1,035	962	705	553	440	515	555	462
Criminal References (State-ment F—Criminal)	153	135	147	165	121	112	62	47	55	32	35	41
Criminal Revisions (State-ment F—Criminal)	846	912	853	929	921	1,100	191	209	213	189	222	256
Criminal Miscellaneous (State-ment F—Criminal)	506	520	754	889	664	863		.				..
Total	2,598	2,517	2,737	3,049	2,741	3,037	958	809	708	736	812	759

*B—Comparative statement of institutions in civil courts, subordinate to the High Court and the Chief Court within the last 6 years*

	AGRA						OUDH					
	1929	1930	1931	1932	1933	1934	1929	1930	1931	1932	1933	1934
Original Suits (Imperial Statement no 2/27)	202,568	204,578	197,274	202,593	182,938	170,262	66,282	69,923	68,479	68,150	62,328	51,684
Miscellaneous cases (Imperial Statement no 5/30)	55,370	58,127	56,911	61,809	59,625	53,863	13,718	14,073	13,022	12,936	12,179	6,952
Appeals from decrees (Imperial Statement no 6/31)	16,107	16,553	16,497	13,425	7,192	7,853	1,399	1,501	1,377	1,358	1,258	1,270
Miscellaneous appeals (Imperial Statement no 7/32)	1,182	1,170	1,325	1,395	987	1,151	231	270	245	200	204	195
Total	275,227	280,428	272,007	279,222	250,742	233,129	81,630	85,767	83,123	82,644	75,969	60,101
Executions	198,787	210,201	203,358	220,026	222,479	198,229	73,289	79,757	76,790	79,447	80,318	51,857

*C—Statement of institutions before the criminal courts, subordinate to the High Court and the Chief Court within the last 6 years*

( 345 )

	AGRA						OUDH					
	1929	1930	1931	1932	1933	1934	1929	1930	1931	1932	1933	1934
Number of cases brought to trial during the year (Judicial Statement no 2, column 6 for Agra and Statement no. 75, column 4 for Oudh)	148,302	142,792	147,848	102,523	160,915	157,785	57,434	49,505	53,631	64,459	69,792	69,138
Number of appeals and applications for revisions during the year (Provincial Statement B)												
(a) Courts of Sessions ..	11,230	10,219	10,325	10,585	11,241	10,929	3,298	2,535	2,648	2,406	2,663	2,718
(b) Courts of Magistrates	4,082	3,881	4,101	3,744	3,759	3,456	1,138	1,005	980	1,236	1,071	955
Total	15,312	14,100	14,426	14,329	15,000	14,385	4,436	3,540	3,628	3,642	3,734	3,673



*D—Statement showing institutions of rent and revenue appeals.*

	For the year ending 30th September				
	1929	1930	1931	1932	1933
1 Before Collectors (Statement XXI)—					
(a) Agra	7,314	6,895	6,791	6,271	7,463
(b) Oudh	704	794	736	563	693
(c) Kumaun	115	105	117	121	169
Total	8,133	7,794	7,644	6,955	8,325
2 Before District Judges (Statement XXIII)—					
(a) Agra	1,266	1,263	1,375	1,149	1,362
(b) Oudh	545	560	572	453	530
Total	1,811	1,823	1,947	1,602	1,892
3 Before Commissioners (Statement XXIV)—					
(a) Agra	5,425	5,645	5,106	3,346	3,591
(b) Oudh	1,022	1,111	733	539	629
(c) Kumaun	21	11	11	13	19
Total	6,468	6,767	5,850	3,898	4,239

*E—Statement showing institutions of rent and revenue original cases*

	For the year ending 30th September				
	1933	1932	1931	1930	1929
1 Suits and applications under Act III of 1926 and Act XXII of 1886 and the Kumaun Tenancy Rules (Statement no XX D)—					
(a) Agra	536,710	521,630	609,685	544,310	476,944
(b) Oudh	69,933	77,980	81,387	75,358	64,961
(c) Kumaun	735	699	803	744	714
Total	607,378	600,309	691,875	620,412	542,619
2 Mutations (Proprietary) (Statement XXVII)—					
(A) By order of Court—					
(a) Agra	9,506	8,674	8,671	8,833	8,302
(b) Oudh	2,234	1,802	2,127	2,315	2,277
Total	11,740	10,476	10,798	11,148	10,579
(B) By private transfer and otherwise—					
(a) Agra	171,312	162,804	159,482	169,285	198,065
(b) Oudh	53,207	46,458	50,685	52,675	51,983
Total	224,519	209,262	210,167	221,960	250,048
Grand Total A and B	236,259	219,738	220,965	233,108	260,627
3 Partition application (Statement XXVIII)—					
(a) Perfect	490	474	375	325	507
(b) Imperfect	2,083	1,781	1,689	2,148	2,248
Total	2,573	2,255	2,064	2,473	2,755

## F—Statement showing the incidence of Income-tax on the Legal

District	1929-30			1930-31			1931-	
	No of Asses- sees	Income	Tax	No of Asses- sees	Income	Tax	No of Asses- sees	Income
1	2	3	4	5	6	7	8	9
		Rs	Rs		Rs	Rs.		Rs.
Ghazipur	21	28,133	2,416	19	73,804	1,917	16	63,381
Ballia	17	60,964	1,754	14	50,417	1,313	16	51,580
Allahabad	106	12,48,577	74,856	109	11,84,150	69,594	133	12,85,433
Moradabad	38	1,26,311	8,414	47	2,46,381	8,594	49	2,11,709
Bijnor	22	89,809	2,522	27	1,10,829	2,837	33	1,33,382
Aligarh	45	1,78,242	4,947	43	1,67,237	4,007	52	2,10,125
Etah	29	66,575	1,688	23	76,654	2,129	25	69,186
Basti	26	1,23,565	3,610	25	1,43,923	4,821	23	1,08,606
Benares	32	1,94,917	5,110	33	1,81,244	4,992	52	2,07,533
Azamgarh	22	90,033	2,440	23	1,24,019	3,867	24	92,967
Jaunpur	25	1,16,814	3,468	24	1,25,144	3,838	18	95,506
Bulandshahr	24	79,186	2,073	27	1,01,079	2,917	57	1,28,664
Banda	5	23,902	695	5	30,187	908	18	45,373
Hamirpur	2	7,570	197	3	12,976	361	11	23,468
Jalaun	5	23,376	860	3	18,658	739	8	23,900
Jhansi	18	88,427	2,641	16	85,181	249	16	91,819
Dehra Dun	14	74,657	2,341	14	68,701	1,746	21	69,862
Garhwal	6	27,105	298	6	27,405	802	6	27,240
Meerut	56	2,56,993	6,810	43	2,49,002	6,444	61	2,78,365
Bareilly	28	1,46,469	4,341	25	1,24,094	3,866	72	1,82,830
Naini Tal	9	51,582	1,658	9	51,916	1,872	16	53,669
Almora	6	21,114	531	7	24,798	618	12	27,240
Budaun	21	71,985	1,883	20	63,040	1,718	46	1,06,696
Pilibhit	7	24,818	646	7	24,221	630	14	35,960
Agra	31	3,01,704	16,747	31	2,70,823	15,666	63	2,38,226
Muttra	10	47,913	1,556	14	55,738	1,585	33	87,488
Muzaffarnagar	23	88,181	2,448	22	85,441	2,291	28	1,19,069
Saharanpur	29	1,66,758	5,708	24	1,34,611	6,953	46	1,29,327
Gorakhpur	38	2,04,607	5,867	43	2,11,830	6,202	126	3,51,547
Farrukhabad	14	67,798	2,015	16	77,841	2,434	48	1,19,741
Mainpuri	20	61,951	1,780	25	78,625	2,081	51	1,04,056
Etawah	10	32,576	952	11	32,214	939	20	49,068
Mirzapur	17	81,607	2,262	14	47,561	1,292	28	64,802
Cawnpore	51	4,22,226	18,897	36	3,13,319	15,362	45	3,55,026
Rae Bareilly	8	53,747	1,738	8	50,426	1,645	9	46,730
Hardoi	9	56,597	1,739	11	62,159	2,092	15	69,639
Bara Banki	13	60,743	1,898	11	59,610	1,945	21	69,137
Gonda	19	1,17,166	3,370	25	1,23,470	5,457	25	1,03,695
Bahraich	20	1,05,242	3,325	24	97,094	3,880	23	75,354
Fyzabad	23	1,29,978	4,513	23	1,34,589	4,587	54	1,74,571
Partabgarh	13	51,765	1,354	12	53,402	1,377	11	49,959
Sultanpur	12	54,595	1,703	12	59,622	1,880	25	73,110
Sitapur	10	70,165	2,265	10	65,465	1,926	10	65,406
Kheri	4	31,858	1,114	4	26,622	770	4	40,257
Shahjahanpur	9	39,619	1,272	8	38,561	1,085	12	60,426
Unao	13	17,541	2,288	13	79,912	2,949	20	96,136
Fatehpur	6	22,545	644	6	19,119	480	10	22,147
Lucknow	68	5,36,840	22,761	71	5,70,785	27,666	120	7,03,352
GRAND TOTAL	1,054	60,44,846	2,44,415	1,046	61,13,899	2,43,323	1,646	68,92,763

*Profession in the United Provinces within the last six years*

32	1932-33			1933-34			1934-35		
Tax	No of Asses- sees	Income	Tax	No of Asses- sees	Income	Tax	No of Asses- sees	Income	Tax
10	11	12	13	14	15	16	17	18	19
Rs		Rs	Rs		Rs	Rs		Rs	Rs
2,527	38	94,654	3,411	17	72,830	2,149	13	54,641	1,880
1,838	15	45,595	1,737	11	38,969	1,288	10	33,968	1,217
1,18,280	141	10,58,541	97,740	141	11,10,460	93,116	141	9,55,367	84,877
7,812	52	2,72,299	9,479	41	1,55,545	6,522	47	2,25,579	9,639
3,515	30	80,427	2,506	27	71,448	2,530	29	54,688	1,776
7,050	57	1,90,773	5,063	86	2,07,720	6,095	73	1,74,932	5,115
2,030	65	1,77,985	7,725	21	51,910	1,465	37	80,716	2,546
4,314	45	84,690	1,979	35	95,503	3,596	50	1,15,006	3,590
7,610	69	2,37,144	9,411	58	1,92,112	6,404	66	2,09,246	6,605
319	22	85,101	2,760	20	73,524	2,481	30	36,668	431
4,044	16	76,988	2,824	17	80,368	2,811	36	47,093	589
3,160	53	1,10,794	3,175	52	74,827	2,488	47	92,662	2,023
1,334	19	45,518	1,415	19	44,022	1,247	21	46,956	1,262
492	12	23,803	598	13	22,968	494	13	21,260	399
1,443	9	21,988	734	7	18,685	619	8	20,939	668
3,170	27	76,669	2,329	26	82,536	2,668	25	77,906	2,549
2,180	22	67,966	2,349	23	87,252	3,035	24	79,971	2,623
1,050	6	18,842	734	10	39,418	1,389	9	29,330	997
13,770	69	2,63,593	15,357	72	2,88,145	13,638	70	2,57,381	12,320
6,557	60	1,53,960	5,919	67	2,74,341	6,566	69	1,80,095	7,180
2,186	16	50,623	2,136	16	57,235	2,228	16	49,603	1,964
747	13	27,217	847	17	38,267	1,182	19	43,233	1,374
2,908	43	96,819	3,222	50	99,437	2,461	42	1,00,848	2,789
984	14	29,290	909	14	34,662	1,055	14	32,518	1,043
9,634	62	2,90,090	16,025	65	3,35,403	24,567	61	2,35,563	9,147
2,490	33	72,444	2,074	33	80,554	2,160	38	81,400	3,819
3,318	30	74,761	2,196	17	60,612	2,124	33	75,494	2,220
4,850	36	1,21,713	5,196	22	1,01,230	4,494	52	1,26,656	3,915
12,217	128	3,34,187	13,790	124	3,02,925	10,886	119	2,86,709	8,554
3,911	44	1,01,496	3,397				35	78,339	2,713
2,867	52	91,152	3,490				49	89,164	2,284
1,258	22	42,416	1,398				25	47,905	1,333
1,820	26	62,672	1,881	21	57,385	1,863	27	62,563	1,916
24,339	40	2,78,505	1,635	34	2,52,056	15,571			
1,830	9	43,741	2,361	10	62,659	3,759	9	52,890	2,748
2,681	15	65,615	2,660	13	56,739	2,799	14	51,306	2,323
2,586	21	67,887	3,047	21	59,540	1,974	22	61,653	2,254
3,945	25	92,590	3,576	24	84,006	3,288			
3,217	21	61,869	2,743	23	58,674	2,102			
7,598	57	1,54,082	6,267	54	1,39,347	6,214	62	1,60,474	6,188
2,280	14	56,883	2,675	18	66,750	3,122	18	63,121	2,711
3,318	26	72,669	3,002	24	62,932	2,578	21	62,249	2,633
2,920	10	64,366	2,982	10	57,085	2,517	10	47,021	1,660
2,179	4	25,040	734	4	27,422	1,368	4	25,153	1,259
3,239	12	45,959	1,852	13	53,635	2,111	13	48,361	1,778
3,852	26	88,193	3,748	26	96,164	4,680	29	95,664	4,707
640	14	29,218	946	14	28,665	745	13	25,615	657
44,293	128	5,87,509	33,690	121	6,91,381	45,190	122	6,35,917	38,444
3,50,602	1,768	63,16,336	3,05,724	1,551	60,47,348	3,11,639	1,685	54,33,823	2,58,719

## APPENDIX VI

(Vide paragraph 192 of the Report)

*A—Statement showing the number of new recruits appointed during the five years (1929-30 to 1934-35) in the various departments of the Government of the United Provinces*

## (1) PROVINCIAL SERVICES

Name of department	Total number of posts	Number recruited during the last 5 years						
		Graduates	In-termediate passed	High School passed	Vernacular final passed	Special-ly qual-ified	Others	Total
1	2	3	4	5	6	7	8	9
LAND REVENUE AND GENERAL ADMINISTRATION								
Deputy Collectors	378	27						27
District Judge	9							.
Sessions and Subordinate Judge	5*							.
Subordinate Judge	56†							
Munsiffs	150‡	31						31
Legal Remembrancer's Department—								
(a) High Court	3	1						1
(b) Chief Court	2	1						1
Co-operative Department	10							
Agriculture Department	58	10						10
Veterinary Department						1		1
Opium Department								
Income-tax Department	7	4						4
Survey Department		14					7	21
Accounts Department		2						2
Administrator General and Official Trustee	1							.
Registration Department	4	1						1
Police Department	65	11						11
Education Department	144	4						4
Industries Department	41					7	1	8
Public Health Department	77					22		22
Public Works Department (R & B)	41					4		4
Medical Department	97					23		23
Provincial Museum, Lucknow	1							
Total	1,049	106				57	8	171

\*Of these 4 are employed by the High Court of Allahabad and 1 by the Chief Court of Oudh

†Ditto 36 ditto ditto ditto 20 ditto

‡Ditto 108 ditto ditto ditto 42 ditto.

## (11) SUBORDINATE SERVICES

Name of department	Total number of posts	Number recruited during the last 5 years						Total
		Gra-duates	In-terme-diate passed	High School passed	Verna-cular final passed	Spe-cially qua-lified	Others	
1	2	3	4	5	6	7	8	9
1 Board of Revenue—								
(a) Naib-tehsildars	215	52	8	13*				73
(b) Tehsildars	202							
(c) Land Records Department	143	1	5	76				82
2 Agriculture Department	523	11		6	10	119	31	177
3 Veterinary Department				1		45		46
4 Co operative Department	108	12				3		15
5 Forest Department	1,118	1	7	19	10	2	85	124
6. Excise Department	158	15	2					17
7 Opium Department	83						3	3
8 Income-tax Department	30	16						16
9 Survey Department		8	1	12			54	75
10 Finance Department		3		3				6
11 Jail Department	48	3	3	2				8
12 Police Department	1,955	13		286			16	315
13 Education Department	1,769	89	60	36	27	19	11	242
14 Industries Department	153	6		7		41	18	72
15 Medical Department	346			1		57		58
16 Public Works Department (Buildings and Roads)	134					11	1	12
17. Public Health Department	91						13	13
18. Registration Department	194	28	2	7		1	2	40
19 Northern India Salt Revenue Department	4							..
20 Government Printing and Stationery, United Provinces, Allahabad	3						2	2
	7,277	258	88	469	47	311	223	1,396

\* Includes 5 diplomates of the Kanoongo school

† Not supplied.

## (iii) MINISTERIAL SERVICES

Name of department	Total number of posts	Number recruited during the last 5 years						
		Gra-duates	In-terme-diate passed	High School passed	Verna-cular final passed	Spe-cially quali-fied	Others	Total
1	2	3	4	5	6	7	8	9
<b>LAND REVENUE AND GENERAL ADMINISTRATION</b>								
(a) Board of Revenue Office	66	1	3	2	.	.	.	6
(b) Commissioners' Offices—								
1 Gorakhpur	17	2		5				7
2 Kumhaun	11							1
3 Agra	18	1	1	3				5
4 Lucknow	15	1		1				2
5 Allahabad	22	1		6				7
6 Fyzabad	17	1	1	2	1			5
7 Benares	20							1
8 Meerut	21			4				4
9 Jhansi	14		1	1			1	3
10 Rohilkhand	23	1	1	2				4
Total	178	7	4	24	1	..	1	37
(c) Collectors Offices—								
1 Bijnor { Officials	130	1		13	6		5	25
{ Patwaris	529			2	41		84	127
2 Fyzabad { Officials	178		2	13	14	1	1	31
{ Patwaris	716						134	134
3 Bulandshahr { Officials	154		1	14	2	3	5	25
{ Patwaris	499				..		112	112
4 Gonda { Officials	132			12	5	1	2	20
{ Patwaris	857						182	182
5 Pilibhit { Officials	57			14				14
{ Patwaris	336				71			71
6. Sultanpur { Officials	125	1	1	22	11		3	38
{ Patwaris	706						103	103
7 Bara Banki { Officials	39	1		5	1	3	3	13
{ Patwaris	580						120	120
8 Lucknow { Officials	125		1	21	3		3	28
{ Patwaris	295						46	46
9 Sitapur { Officials	114			9		3		12
{ Patwaris	706						98	98
10 Naini Tal { Officials	131	1	3	17	2		3	26
{ Patwaris							33	33

\* Not supplied.

## (iii) MINISTERIAL SERVICES—(continued)

Name of department	Total number of posts	Number recruited during the last 5 years -						
		Graduates	Intermediate passed	High School passed	Vernacular final passed	Specialty qualified	Others	Total
1	2	3	4	5	6	7	8	9
(c) Collectors' Offices—(continued)—								
11 Garhwal	{ Officials 68 Patwaris 80	1	1	14 1	13		3	16 17
12 Almora	{ Officials 77 Patwaris 87	1	2	15 2	1 16		1	20 18
13 Bahraich	{ Officials 98 Patwaris 738		2	22 1	4 20		148	28 169
14 Partabgarh	{ Officials 91 Patwaris 491		1	1	2	1	3 98	8 98
15 Unao	{ Officials 136 Patwaris 536			20	3		9 111	32 111
16 Rae Bareilly	{ Officials 119 Patwaris 511			10 5	15	3	2 72	15 92
17 Hardoi	{ Officials 152 Patwaris 708			17	24		2 93	43 93
18 Kheri	{ Officials 77 Patwaris 602		1	12 1	141	1	2 182	16 324
19 Mainpuri	{ Officials 101 Patwaris *	1		17	6		71	24 71
20 Fatehpur	{ Officials 126 Patwaris 546	1	2	19	3	2	2 79	29 70
21 Hamirpur	{ Officials 92 Patwaris 554			10 1	4 17		107	14 125
22 Etawah	{ Officials 110 Patwaris 370			10		1	1 78	12 78
23 Gorakhpur	{ Officials 269 Patwaris 1,586		1	21	7	6	3 299	38 299
24 Benares	{ Officials 119 Patwaris 462			8	5		3 101	16 101
25 Allahabad	{ Officials 188 Patwaris 956			17			14 140	31 140
26 Dehra Dun	{ Officials 47 Patwaris 69			8	1		1 19	10 19
27 Azamgarh	{ Officials 209 Patwaris 1,035			14 17	12 118	4	1 148	31 283

\* Not supplied



## (iii) MINISTERIAL SERVICES—(continued)

Name of department	Total number of posts	Number recruited during the last 5 years						
		Graduates	In-termediate passed	High School passed	Vernacular final passed	Speci-ally qual-ified	Others	Total
1	2	3	4	5	6	7	8	9
(c) Collectors' Offices—(continued)—								
28 Budaun	127 632			15	3 80			18 80
29. Bareilly	165 627			35	2	1	127	38 127
30 Mirzapur	115 523			19		1	65	20 65
31 Ghazipur	121 585			13	6	5	97	24 97
32 Basti	179 1,147			9	1	1	4 191	15 191
33. Muzaffarnagar	129 472	1	1	19	3 37		9 15	33 52
34 Saharanpur	101 571	2		15	5		123	22 123
35. Jhansi	75 591	1	1	10	.		1 106	13 106
36. Balha	240 547	1	4	13	3		29 68	50 68
37. Moredabad	202 690	2	3	36	11 143		4	56 143
38. Jaunpur	142 669						158	* 158
39 Meerut	164 606			22	1		1 127	24 127
40. Orai (Jalaun)	89 402			13	39			13 39
41. Cawnpore	184 741	1	1	38 2	5 27		5 93	50 122
42 Muttra	106 444		1	11 2	2 42		1 28	15 72
43 Farrukhabad	140 516			21	9		111	30 111
44 Shahjahanpur	96 524			11	7		8 95	26 95
45 Etah	111 472		1	4	6 24		2 50	13 74

\* Not supplied.

## (III) MINISTERIAL SERVICES—(continued)

Name of department	Total number of posts	Number recruited during the last 5 years						Total
		Graduates	Intermediate passed	High School passed	Vernacular final passed	Specialty qualified	Others	
1	2	3	4	5	6	7	8	9
<b>Collectors' Offices—(concluded)—</b>								
46 Banda	Officials Patwaris	136 629	1	2	24	17	1 83	45 83
47 Aligarh	Officials Patwaris	135 622	2		22	3	1 114	28 114
48 Agra	Officials Patwaris	134 526	2		27	1 70	33	30 103
Total	Officials	6,155	21	32	752	201	37	1,178
	Patwaris	26,691			34	914	4,345	5,293
<b>Judicial Department—</b>								
(a) High Court		221	8		10		1	21
(b) Chief Court		103	2		11			14
(c) District Courts—								
1 Budaun		108	1		6		1	8
2 Kumaun			1		4			6
3 Bara Banki		39						
4 Azamgarh		52			4			4
5 Agra		108	2	1	7		3	13
6 Sitapur					7		2	9
7 Moradabad		146			26	1		27
8 Pilibhit		28			1			1
9 Aligarh		136			9		3	12
10 Mampur		184			7	1	22	30
11 Unao		55						
12 Cawnpore					19			19
13 Benares		118		3	9			12
14 Ghazipur		81	1	1	4		1	7
15 Lucknow		132		3	30			33
16 Allahabad		69			10		1	14
and						3		
Mirzapur		29			5			5
17 Bareilly		97	1	2	13		2	18
18 Bulandshahr					10			10
19 Jhansi		49			13		1	14
20 Hardoi		75	2		18	2		22
21 Farrukhabad		70		1	12	1	2	16
22 Meerut		146			20			20
23 Gorakhpur		*	2	1	8	2		13
24 Saharanpur		88	1		5		1	7
25 Shahjahanpur				1	7			8
26 Fyzabad		137	2		11		1	18
27 Gonda		105	1	1	21		4	23
28 Rae Bareilly		80	1		10	1		12
Total		2,456	25	14	317	8	46	416

\* Not supplied

## (iii) MINISTERIAL SERVICES—(continued)

Name of department	Total number of posts	Number recruited during the last 5 years						
		Graduates	Intermediate passed	High School passed	Vernacular final passed	Specialty qualified	Others	Total
1	2	3	4	5	6	7	8	9
Registration Department—								
1 Shahjahanpur	*			1	1			2
2 Gonda	+			2	1			3
3 Gorakhpur	+			1	1			2
4 Mirzapur	*			1				1
5 Cawnpore	*				1			1
6 Mainpuri	11	*	*	*	*	*	*	*
7 Jhansi	7							
8 Rae Bareilly	11			1	1			2
9 Bareilly	11				4			4
10 Agra	18			4				4
11 Pilibhit	5			1	1			1
12 Unao	6			1	2			3
13 Meerut	29			4			2	6
14 Hardoi	9			1	2			3
15 Aligarh	23			1	1			2
16 Benares	18			3				3
17 Budaun	9			1	3		1	5
18 Saharanpur and Dehra Dun	15	1						1
19 Farrukhabad	8			3	2			5
20 Bara Banki	6		1					1
21 Sitapur	9			1				1
22 Garhwal	2			1				1
23 Almora	3							*
24 Banda	9			1	1			2
25 Allahabad	12			1				1
26 Jaunpur	14							*
27 Fyzabad	17			1				1
28 Azamgarh	7							*
29 Lucknow	11			1	4			5
30 Moradabad	22			2	1			3
31 Nami Tal	*							*
32 Ghazipur	13			2	2			4
33 Inspector General of Registration, Lucknow.	209	1		1				2
Total	314	2	1	35	28		3	69
Industries Department—								
1 Chief Inspector of Factories and Boilers, Cawnpore	9			1				1
2 Director of Industries, Cawnpore	34	4		2				6
3 Government Technical School, Jhansi	2							..
4 Government Carpentry School, Fyzabad								..
5 Weaving and Cloth Printing School, Bulandshahr	*			1				1
6 Government Leather Working School, Meerut.				2		5	4	11

\*Not supplied

## (111) MINISTERIAL SERVICES—(continued)

Name of department	Total number of posts	Number recruited during the last 5 years						
		Graduates	Intermediate passed	High School passed	Vernacular final passed	Specialty qualified	Others	Total
1	2	3	4	5	6	7	8	9
<b>Industries Department—(continued)—</b>								
7 Government Model Weaving School, Muzaffarnagar	*	.				4	2	6
8 Government Carpentry School, Dehra Dun				1			.	1
9 Government Weaving School, Agra	3						.	..
10 Government Textile School, Cawnpore	6					1		1
11 Government Central Weaving Institute, Benares	3			1				1
12 Government Model Weaving School, Khairabad (Sitapur)	3							..
13 Government Metal Working School, Aligarh	4		1	1		1	.	3
14 Government School of Dyeing and Printing, Cawnpore	*		1	2				3
15 Government Model Weaving School, Almora	3							..
16 Government Model Weaving School, Mau (Azamgarh)	*				1	3	1	5
17 Government Carpentry School, Allahabad	25			1		4		5
18 Government Tanning School, Fatehpur	8							.
19 Government Batuk Prasad Khattri Industrial Institute, Benares	9					2	3	5
20 Government Model Weaving School, Muzaffarnagar	*					1	1	2
21 Government Carpentry School, Naini Tal				1				1
22 Government School of Arts and Crafts, Lucknow	5			1				1
23 Government Technical School, Lucknow	5			1				1
24 Business Manager, United Provinces Arts and Crafts Emporium, Lucknow	5							..
25 Government Leather Working School, Cawnpore	8					1		1
26 Government Model Weaving School, Najibabad	6							
27 Government Technical School, Gorakhpur	*			3				3
28 Harcourt Butler Technological School, Cawnpore	11			1				1
29 Wood Technologist, Bareilly	9							.
Total	158	4	2	19	1	22	11	59

\*Not supplied.

## (iii) MINISTERIAL SERVICES—(concluded)

Name of department	Total number of posts	Number recruited during the last 5 years						Total
		Gratuates	In-termediate passed	High School passed	Vernacular final passed	Specialty qualified	Others	
1	2	3	4	5	6	7	8	9
Jail Department	148	1	1	30	2			34
Agriculture Department	195	2	3	18		1	1	25
Land Records Department	29			7				7
Veterinary Department			1	6				7
Department of Co-operative Societies	244	2		2				4
Forest Department	288	1		26		2	11	40
Excise Department	48	1		5				6
Opium Department	59			5				5
Income-tax Department	188			19				19
Posts and Telegraphs Department	3,266	33	31	168				232
Survey Department		7	3	8				18
Finance and Accounts Department	459	9	4	21			5	39
Police Department	197	1	8	64	6			79
Education Department	314	3	3	44		1	2	53
Medical Department	137	4		30			1	35
Public Works Department (B & R)	260			13		1	1	15
Public Health Department	116	2		22		4		28
Northern India Salt Revenue Department	10							
Provincial Museum, Lucknow	4			2				2
Wasika Office, Lucknow				12				
Government Printing and Stationery, United Provinces, Allahabad		1					188	201

*B—Statement showing the number of new recruits appointed during the five years (1929-30 to 1934-35) in the Court of Wards Service*

(1) IN POSTS EQUIVALENT TO PROVINCIAL SERVICES

Name of district	Total number of posts	Number recruited during the last 5 years						Total
		Gratuates	Intermediate passed	High School passed	Vernacular final passed	Specialty qualified	Others	
1	2	3	4	5	6	7	8	9
Meerut		.						.
Bulandshahr								.
Muzaffarnagar								.
Saharanpur	2							.
Dehra Dun								.
Agra								.
Etah	1	1						1
Muttra	1	1						1
Aligarh								
Bareilly								
Budaun								
Bijnor	1							
Moradabad		1		3				4
Allahabad	1							
Etawah								
Fairukhabad								.
Cawnpore								
Banda								
Jalaun		1					1	2
Jhansi								.
Unao								.
Rae Bareilly	1	1						1
Kheri								
Sitapur	1							
Gorakhpur								
Basti								
Amethi (Sultanpur)								.
Bahraich								.
Deoria (Sultanpur)	1							.
Shahjahanpur								.
Partabgarh	1							.
Hardoi		1						1
Fyzabad	1							.
Bara Banki								.
Total	11	6		3	.	.	1	10

## Court of Wards Service—(continued)

## (ii) IN POSTS EQUIVALENT TO THOSE IN THE SUBORDINATE SERVICES

Name of district	Total number of posts	Number recruited during the last 5 years						Total
		Graduates	Inter-mediate passed	High School passed	Vernacular final passed	Specially qualified	Others	
1	2	3	4	5	6	7	8	9
Meerut	22	1	.	5		4	1	11
Bulandshahr	13				6	.	3	9
Muzaffarnagar	14				1		4	5
Saharanpur	7	1			1			2
Dehra Dun*								
Agra	1	1						1
Etah	14			1	3			4
Muttra*								
Aligarh	2						1	1
Bareilly	1							
Budaun	1							
Bijnor*								
Moradabad	20			2	6		6	14
Allahabad	20					2	1	3
Etawah	13			2				2
Farrukhabad	13			1	4		4	9
Cawnpore				1			1	2
Banda	1							
Jalaun				4	9	3	1	17
Jhansi*								
Unao	8				1			1
Rae Bareli	8			3				3
Kheri	16			1			4	5
Sitapur	39		1	2	6		4	13
Gorakhpur	33		3	9	4	2		18
Basti*								
Amethi (Sultanpur)	30			6	12	1	10	29
Bahraich								
Deoria (Sultanpur)	13			1				1
Shahjahanpur	1							
Partabgarh	62	2		11	1			14
Hardoi	16			3	5	1		9
Fyzabad	34	1		2	3			6
Bara Banki	28	3		1	3			7
Benares	29	1				4	1	6
<i>Under the Commissioners</i>								
Fyzabad*								
Meerut*								
Jhansi								
Agra								
Allahabad	2			1				1
Gorakhpur	1							
Benares*								
Total	462	10	4	56	65	17	41	193

\*Did not supply the information.

## Court of Wards Service—(concluded)

## (iii)—MINISTERIAL SERVICES

Name of district	Total number of posts	Number recruited during the last 5 years						
		Gra-duates	In-terme-diate passed	High School passed	Verna-cular final passed	Spe-cially qual-ified	Others	Total
1	2	3	4	5	6	7	8	9
Meerut ..	13			5		4		9
Bulandshahr ..	7		1	2	1			4
Muzaffarnagar	11		2	3	1		2	8
Saharanpur ..	6							
Dehra Dun	2			1				1
Agra								
Etah	10				2		1	3
Muttra	1			1				1
Aligarh	24	1	1	4	7		10	23
Bareilly	17			4	2		5	11
Budaun	2							
Bijnor	26			4	2			6
Moradabad		1		18	1	2	3	25
Allahabad	17			1		1	3	5
Etawah	4							
Farrukhabad	10			1	4		1	6
Cawnpore	13	1		1	2		1	5
Banda ..	18	1		2	1	1	9	14
Jalaun*								
Jhansi*								
Unao	7			2	1		2	5
Rae Bareilly ..	8	1		1	1			3
Kheri				1			1	2
Sitapur	37	1	2	3		1	1	8
Gorakhpur	14			3				3
Basti	1							
Amethi (Sultanpur)				4	9		5	18
Bahraich				2	1		3	6
Deoria (Sultanpur)	9			1	1			2
Shahjahanpur	16			1	2		1	4
Partabgarh	42		1	8	3	2		14
Hardoi	10			1	1			2
Fyzabad	30			6	1			7
Bara Banki								
Benares	27	2		5			3	10
<i>Under the Commissioners</i>								
Fyzabad	4			2				2
Meerut	1							
Jhansi			2				1	3
Agra*								
Allahabad*								
Gorakhpur*								
Benares	1							
Total ..	388	8	9	87	43	11	52	210

\* Did not supply any information



*C—Statement showing the number of new recruits appointed during the last five years (1929–30 to 1933–34) by the District Boards in the United Provinces*

(1) IN POSTS EQUIVALENT TO THE PROVINCIAL SERVICES

Name of district	Total number of posts	Number recruited during the last 5 years						Total
		Gra-duates	In-termc-date passed	High School passed	Verna- cular final passed	Spe- cially qua- lified	Others	
1	2	3	4	5	6	7	8	9
Mussoorie	14					5		5
Etawah	2							
Cawnpore	Nil							
Jaunpur	2							
Partabgarh	9					2		2
Gonda	Nil							
Etah	Nil							
Allahabad	5					2		2
Ghazipur	2							
Muzaffarnagar	Nil							
Shahjahanpur	2							
Pilibhit	1							
Meerut	2		1	1				2
Basti	20					1		1
Naini Tal	2							
Mirzapur								
Hamirpur								
Agra								
Aligarh		1				1		2
Garhwal	2							
Bahraich	1	1						1
Budaun	1							
Gorakhpur	2							
Farrukhabad	2	1				1		2
Rae Bareilly	3	1						1
Sultanpur	1	1						1
Jhansi								
Lucknow	2						..	
Balla		..					..	
Jalaun	..	1				1	..	2
Unao					..			
TOTAL	..	75	6	1	1	..	13	..

NOTE—The remaining District Boards did not supply any information. Several of those supplied are defective and unreliable. This applies to the following tables (ii) and (iii) as well.

*District Boards Service—(continued)*

## (11) IN POSTS EQUIVALENT TO THOSE IN THE SUBORDINATE SERVICES

Name of district	Total number of posts	Number recruited during the last 5 years						Total
		Graduates	Intermediate passed	High School passed	Ver-nacular final passed	Spe-cially qual-ified	Others	
1	2	3	4	5	6	7	8	9
Mussoorie	126				2	21	1	24
Etawah	106					8	25	33
Cawnpore	8			3	1			4
Taunpur	4							
Partabgarh	739		1	1	70	2	1	75
Gonda	376		1	1		13	5	20
Etah	9					1		1
Allahabad	13						1	1
Ghazipur	11					3		3
Muzaffarnagar	9							
Shahjahanpur	2							
Pilibhit	187			2		3		5
Meerut*								
Basti	606					2		2
Naini Tal	176				18	2		20
Minzapur	6	1						1
Hamirpur	12	2	1	3		5		11
Agrā								
Aligarh	26			3			2	5
Garhwal	617			1	52	5	6	64
Bahraich							1	1
Budaun	4							
Gorakhpur	15					2		2
Farrukhabad								
Rae Bareh	672	1		9	40	3		53
Sultanpur	4							
Jhansi	302			2		1		3
Lucknow	562					79		79
Balha	8					4		4
Jalaun							4	4
Unao								
Total	4,600	4	3	25	183	154	46	415

\* Appear to be included in figures for Ministerial Services in table (111)  
 § Not supplied

*District Boards Service—(concluded)*

## (III) MINISTERIAL SERVICES

Name of district	Total number of posts	Number recruited during the last 5 years						
		Graduates	Intermediate passed	High School passed	Vernacular final passed	Specialty qualified	Others	Total
1	2	3	4	5	6	7	8	9
Mussoorie ..	65			2		2	8	12
Etawah	13							
Cawnpore	14			2			2	4
Jaunpur	21			7	1		2	10
Partabgarh	46			5		1	6	12
Gonda	10							
Etah	560			1		83	5	89
Allahabad	34		1	5	3		6	15
Ghazipur ..	36			3	7	4	3	17
Muzaffarnagar	58							
Shahjahanpur	24	1		5				6
Pilibhit	12							
Meerut	1,129	2		24	8		16	50
Basti	24			6		1	1	8
Naini Tal	12			1				1
Mirzapur	292			7		35		42
Hamirpur	14			3			2	5
Agra	14			1			1	2
Aligarh	18							
Garhwal	14			3			12(?)	12
Bahraich*	485	1	1	2			1	4
Budaun	14		1					1
Gorakhpur	29			3				3
Farrukhabad*	419	1	1	7			3	12
Rae Bareilly	78			9	1	2	11	23
Sultanpur	16							
Jhansi	12			1				1
Lucknow	64	2		1	5	1	5	14
Ballia	81			6				6
Jalaun							8(?)	8
Unao§	314	1		2				3
Total	3,922	8	4	106	25	129	92	364

\* No information as regards each class of service supplied separately

§ This includes all grades of services

*D—Statement showing the number of new recruits appointed during the last five years (1929-30 to 1933-34) by the Municipal Boards in the United Provinces*

(1) IN POSTS EQUIVALENT TO PROVINCIAL SERVICES

Name of municipality	Total number of posts	Number recruited during the last 5 years						Total
		Graduates	Inter-mediate passed	High School passed	Vernacular final passed	Specialty qualified	Others	
1	2	3	4	5	6	7	8	9
Almora	1							
Sultanpur	Nil							
Ghazipur	2							
Orai								
Lalitpur								
Jaunpur	2		1					1
Mau								
Sikandrabad								
Bulandshahr	Nil							
Roorkee	1							
Tanda	Nil							
Gonda	Nil							
Banda								
Atrauli								
Fyzabad	2							
Rae Bareilly	Nil							
Sikandra Rao	Nil							
Brindaban	2							
Hapur	Nil							
Budaun	Nil							
Ujhani	Nil							
Naini Tal	3					1		1
Gorakhpur	1							
Tilhar	Nil							
Kanauj	Nil							
Mirzapur	Nil							
Lakhimpur-Kheri	1							
Dehra Dun	Nil							
Ballia	Nil							
Balrampur	Nil							
Sitapur	Nil							
Benares	6	1						1
Jhansi	Nil							
Sandila	1	1						1
Unao	1							
Muttra	Nil							
Bijnor	1			1				1
Hardwar Union	Nil							
Sahaswan	Nil							
Najibabad	Nil							
Shahjahanpur	1	1						1
Allahabad	13					1		1
Konch	Nil							
Deoband	Nil							
Muzaffarnagar	2							
Kashipur	Nil							
Bela-Partabgarh	Nil							
Azamgarh	Nil							
Agia	3						1	1
Soron	1			1				1
Kalpi	Nil							
Kasganj	1					1		1
Khairabad	Nil							
Chandausi	1							
Farrukhabad						1	1	2
Fatehpur								
Total	46	3	1	2		4	2	12

NOTE—The remaining municipalities did not supply any information. In several cases information supplied is defective and unreliable. This applies to the following tables (ii) and (iii) as well.

*Municipal Boards Service—(continued)*

## (11) IN POSTS EQUIVALENT TO THOSE IN THE SUBORDINATE SERVICES

Name of municipalities	Total number of posts	Number recruited during the last 5 years						Total
		Gra-duates	In-terme-diate passed	High School passed	Verna-cular final passed	Spe-cially qual-ified	Others	
1	2	3	4	5	6	7	8	9
Almora	7							*
Sultanpur	Nil							
Ghazipur	4					1		1
Orai§				2	6	..	6	14
Lalitpur	Nil							
Jaunpur	18	1				3		4
Mau	3							†
Sikandrabad			1	3	7	22	2	35
Bulandshahr	Nil							
Roorkee	6					1	1	2
Tanda	Nil							
Gonda§	27			1			5	6
Banda	50			1	4			5
Atrauli	5					1	1	2
Fyzabad	Nil							
Rae Bareilly	26			1	2		2	5
Sikandra Rao	Nil							
Brindaban	44				1	1		2
Hapur	4	1						1
Budaun	8	3		3				6
Ujhani†	1	7	9	6	5	5	22	54
Naini Tal	118				5	1	12	18
Gorakhpur	11					1	1	2
Tilhar	†		1				1	2
Kanauj	17				12			12
Mirzapur§	123	3		8	34	2	7	54
Lakhimpur Kheri	3					1		1
Dehra Dun	Nil							
Ballia	4			1		1		2
Balrampur	Nil							
Sitapur	Nil							
Benares	5					1		1
Jhansi§	111	6		7	2	1	6	22
Sandila	3							
Unao	19			4	3	1	3	11
Muttra	Nil							
Bynori		1		4	4	2		11
Hardwar Union	68							*
Sahaswan	Nil							
Najibabad	8			1		1	2	4
Shahjahanpur	11	1	1	1		2	1	6
Allahabad	152					1		1
Konch	12			1		1		2
Deoband		1	1					2
Muzaffarnagar	8						1	1
Kashipur	Nil							
Bela-Partabgarh	1							
Azamgarh*	1							
Agra	94	2	2	3	1	4	41	53
Soron								
Kalpi	1							
Kasganj	16		2		4	10		16
Khairabad	1							
Chandausi	2					1		1
Farrukhabad§	125	1	1	6	29	5	25	67
Fatehpur†				1	5	1	14	21
Total	1,100	27	18	54	124	71	153	447

\*No details supplied  
†includes all grades of services

‡Not supplied  
§Appear to include Ministerial Services

*Municipal Boards Service—(concluded)*

## (iii) MINISTERIAL SERVICE

Name of municipalities	Total number of posts	Number recruited during the last 5 years						Total
		Gratuates	Intermediate passed	High School passed	Vernacular final passed	Specialty qualified	Others	
Almora	14	1		1			1	3
Sultanpur	10			1		1	1	3
Ghazipur	69			5	5		3	13
Orai								
Lalitpur	24	1		6	3	1	6	17
Jaunpur	17			3			4	7
Mau	17				3		3	6
Sikandrabad					2		24	26
Bulandshahr ..	26		1	2		1		4
Roorkee	18			4	3		7	14
Tanda	23	1		3				4
Gonda*								
Banda	35						6	6
Atrauli	1							
Fyzabad	77			2	6	1		9
Rae Bareilly	24			1	1		1	3
Sikandra Rao	25					1	4	5
Brindaban	23					2	3	5
Hapur	70			2	11	2	3	18
Budaun	34			1			5	6
Ujham*								
Naini Tal	18			4				4
Gorakhpur	40			1				1
Tilhar				1	8	3	20	32
Kanauj	4			1				1
Mirzapur	58	1		6			4	11
Lakimpur-Kheri	46			2	8			10
Dchra Dun	62			3		6	16	25
Ballia	6			2				2
Balrampur	23	1	1	2	4	1		9
Sitapur	40			1			1	2
Benares	677	10	2	19	57	13	28	129
Jhansi*								
Sandila	20			1	3	1		5
Unao	6							+
Muttra	205			7	32	15	13	67
Bynori							17	17
Hardwar*								
Sahaswan		1	2	4	7	4	4	22
Najibabad	22			1	5	1	6	13
Shahjahanpur*	131			5	17	1	21	44
Allahabad	351	5		13	5	2	1	26
Konch	4							
Deoband	23			4	4	2	11	21
Muzaffarnagar	66			3	3		5	11
Kashipur	42			1	3	5	8	17
Bela-Partabgarh	13			1			1	2
Azamgarh	40				8	1		9
Agra	118	3	2	5	50	8	37	105
Soron	26					7	1	8
Kalpi	21				4		7	11
Kasganj	*			3				3
Khairabad	22				2	1	3	6
Chandausi	7			2			2	4
Farrukhabad*								
Total	2,598	24	8	123	254	80	277	766

\*Information not supplied

*E—(1) Statement showing the number of men, educated and uneducated, in the employment of Joint Stock Companies registered with the Registrar of Joint Stock Companies, United Provinces*

NOTE—Letters were issued to 427 Joint Stock Companies, out of whom 255 replied. The results are as follows

*Educated*

Directors, Managers and Assistant Managers	.	190
Superintendents, Inspectors or Supervisors and Secretaries	. . .	194
Doctors	. . .	16
Compounders	. . .	28
Engineers	. . .	239
Overseers	. . .	753
Electricians, fitters and mistris	. . .	2,235
Chemists	. . .	405
Laboratory Assistants	. . .	281
Clerks	. . .	1,694
Accountants	. . .	50
Typists and stenotypists	. . .	120
Total		6,205

*Uneducated*

Peons	. . .	2,708
Bearers and coolies	. . .	7,310
Others	. . .	290
Total		10,308
GRAND TOTAL		16,513

*E—(ii) (a) Statement showing the number of aided colleges and the staff employed by them*

Serial number	Name of the college	Number of teachers employed in the college as on 31st March, 1934			Number of clerks employed in the college as on 31st March, 1934		Number of teachers appointed within the last 5 years	
		Grada- duates	Under gra- duates	Others	Grada- duates	Under- gra- duates	Grada- duates	Under- gra- duates
1	Meerut College, Meerut	42		3		8	11	
2	Sanatan Dharma College, Cawnpore	22	1	1		4	11	
3	Agra College, Agra	53		1		6*	31	.
4	D A - V College, Cawnpore	32			1	3	12	.
5	Christ Church College, Cawnpore	18			1	2	6	.
6	Barcilly College, Bareilly	29				5	12	.
7	St Andrews College, Gorakhpur	18				3	6	.
8	St John's College, Agra	36	3			4	28	2
	Total	250	4	5	2	35	117	2

\* Including Librarian and Hostel Superintendent

*E—(ii) (b) Statement showing the number of private educational institutions and the staff employed by them as it stood on 31st March, 1934*

—	Aided institutions				Unaided institutions				Remarks
	In- terme- diate col- leges	Anglo- verna- cular high schools	Eng- lish middle schools	Total	In- terme- diate col- leges	Anglo- verna- cular high schools	Eng- lish middle schools	Total	
Number of institutions	14	146	57	217	2	2	40	44	Includes one primary factory school at Shah-jahanpur
English graduate teachers in all institutions	250	1,120	117	1,487	33	14	70	117	
Teachers (undergraduates)	65	728	193	986	16	13	134	163	Two for above school. Ditto
Other teachers	132	1,126	265	1,523	36	13	156	205	
Clerks	36	138	44	218	7	2	15	24	
Number of graduates and under-graduates appointed within the last five years	168	974	318	1,460	31	11	311	353	



# APPENDIX VII

(Vide paragraph 194 of the Report)

## DR. GUPTA'S STATEMENTS ON WASTAGE RATES IN SERVICES

### A—Summary of wastage by different causes

Class of Government servant	Average number employed	Death		Wastage due to						Period of inquiry		Remarks	
		Average number	Per cent	Retirement		Dismissal		Total		Number of years	Dates		
				Average number	Per cent	Average number	Per cent	Average number	Per cent				
<i>Police</i> Gazetted officers Non-gazetted officers Naiks and head constables Constables <i>Forest Department</i> Gazetted officers	148	14	10	58	39	5	3	8	52	12	1920-31	Provincial and Indian Police Service Sergeants, Inspectors and Sub-inspectors	
	2,294	25	11	72	32	10	4	107	46	3	1929-31		
	4,273	35	8	187	44	17	4	239	56	3	1929-31		
	26,900	197	7	475	18	739	27	1,411	53	3	1929-31		
Non-gazetted officers <i>Public Works Department</i> Irrigation— Gazetted officers	68	07	25	17	27	07	25	2	32	12	1919-20 to 1930-31	Provincial and Indian Forest Service Rangers	
	105	7	6	24	23	4	4	35	12	12	1930-31		
	122	1	8	4	31	1	8	6	46	12	1920-21 to 1931-32		I S E Assistant Engineers and Sub-Engineers Patials, zildars, sub-overseers, etc
	1,594	14	9	17	11	42	26	73	46	12	1910-21 to 1930-31		
Ministerial staffs Roads and Buildings— Gazetted officers	87	6	7	64	74	4	4	74	85	11	1920-30	Registrars, deputies and assistants (10 in 1930) 56 in 1930 52 in 1930	
	128	1	9	7	53	5	4	85	66	11	1920-30		
	6									11	1920-30		
	33	1	3	5	14	6	19	12	33	11	1920-30		
Inspectors Auditors	29					2	69	2	72	11	1920-30		

<i>Judicial Service</i>		187	2	1 0	3	1 6	4	2	5	2 8	12	1920-21 to 1931-32	Agra and Oudh (Provin- cial and Judges)
Provincial Judicial Service		187	2	1 0	3	1 6	4	2	5	2 8	12	1920-21 to 1931-32	Agra and Oudh (Provin- cial and Judges)
<i>Executive Service</i>		193	2	1 1	5	2 7	1 7	9	9	4 7	12	1920-21 to 1931-32	Agra and Oudh (Provin- cial and Judges)
Sub-Registrars		193	2	1 1	5	2 7	1 7	9	9	4 7	12	1920-21 to 1931-32	Agra and Oudh (Provin- cial and Judges)
<i>Education Service</i>		197	1 2	6	9 5	4 8	2	1	10 9	5 5	12	1920-31	Agra and Oudh (Provin- cial and Judges)
I C S officers		197	1 2	6	9 5	4 8	2	1	10 9	5 5	12	1920-31	Agra and Oudh (Provin- cial and Judges)
Deputy Collectors		394	5	1 2	11	2 8	2	6	18	4 6	12	1920-31	Agra and Oudh (Provin- cial and Judges)
Patwaris		27,890	377	1 3	155	6	572	2 5	1,104	4 0	11	1920-21 to 1930-31	Agra and Oudh (Provin- cial and Judges)
<i>Education Department</i>		166	1	6	1 45	9	10	6	12 4	7 5	11	1930-31	Agra and Oudh (Provin- cial and Judges)
Agra University teachers		126	1 75	1 4	5	4 1	33	3	7 3	5 8	12	1920-21	Agra and Oudh (Provin- cial and Judges)
Government school teachers (gazetted)		1 619	13 5	8	19 3	1 2	3 8	24	37	2 3	12	1931-32 to 1931-32	Agra and Oudh (Provin- cial and Judges)
Government school teachers (non-gazetted)		1 619	13 5	8	19 3	1 2	3 8	24	37	2 3	12	1931-32	Agra and Oudh (Provin- cial and Judges)
Government lady teachers (gazetted)		112			3	3	1	8	4	3 8	12	1931 32	Agra and Oudh (Provin- cial and Judges)
Government lady teachers (non-gazetted)		321	3 4	1 1	1 6	5	17 4	5 4	22 1	7 0	12	1931-32	Agra and Oudh (Provin- cial and Judges)
Thomson College, Roorkee		26	17	65	75	3	1 4	5 5	2 3	9 0	12	1931-32	Agra and Oudh (Provin- cial and Judges)
<i>Medical Department</i>		101	1	8	3	2 8	1	1	1	3 7	11	910-21 to 1930 31	Civil and Assistant Sur- geons
Gazetted officers		101	1	8	3	2 8	1	1	1	3 7	11	910-21 to 1930 31	Civil and Assistant Sur- geons
Non-gazetted officers		264	3	1 1	7	2 6	1	2	11	3 9	11	1930-31	Sub-Assistant Surgeons
<i>Public Health Department</i>		65	25	4			5	8	75	1 2	12	1920-21 to 1931-32	Assistant Directors of Public Health and Public Health Officer
Gazetted officers		65	25	4			5	8	75	1 2	12	1920-21 to 1931-32	Assistant Directors of Public Health and Public Health Officer
Non-gazetted officers		75	1	1			10	14	10 1	14 1	12	1931-32	Medical Officers of travel- ling dispensaries
<i>Agriculture Department</i>		33	33	1	42	1 3	25	76	1	3 0	12	1920-31	I A S and Provincial Service (43 in 1931).
Gazetted officers		33	33	1	42	1 3	25	76	1	3 0	12	1920-31	I A S and Provincial Service (43 in 1931).
Clerical staffs										2 6	12	1920-21 to 1931-32	Average of all depart- ments (Median)

*B—Wastage rates with standard deviation and error*

Class of Government servant	Period of inquiry number of years	Average number of persons employed	Average annual wastage	Average wastage rate	Standard deviation	Standard error
<i>Police Department</i>						
Gazetted officers	12	148	8	5 2	1 96	57
Non-gazetted officers	3	2,294	107	4 6	31	18
Naiks and head constables	3	4,273	239	5 6	29	17
Constables	3	26,900	1,411	5 3	34	20
<i>Forest Department</i>						
Gazetted officers	12	68	2	3 2	2 86	83
Non-gazetted officers	12	105	3 5	3 3	1 93	56
<i>Public Works Department</i>						
Irrigation—Gazetted officers	12	122	6	4 6	1 49	43
Ministerial staff	12	1,594	73	4 6	98	28
Roads and Buildings—Gazetted officers	11	87	7 4	8 5	3 18	96
Overseers and sub-overseers	11	128	8 5	6 6	5 22	1 57
<i>Co-operative Department</i>						
Officers (gazetted)	11	6				
Inspectors	11	33	1 2	3 3	2 83	85
Auditors	11	29	2	7 2	4 97	1 50
<i>Judicial Service</i>						
Provincial Judicial Service	12	187	5	2 8	1 27	37
Sub-Registrars	12	193	9	4 7	1 88	54
<i>Executive Service</i>						
I C S officers	12	197	10 9	5 5	1 58	46
Deputy Collectors	12	394	18	4 6	1 12	32
Patwaris	11	27 890	1,104	4 0	3	09
<i>Education Department</i>						
Agra University teachers	11	166	12 4	7 5	1 57	44
Government school teachers, gazetted	12	126	7 3	5 8	3 04	87
Government school teachers, non-gazetted	12	1,619	37	2 3	48	14
Government lady teachers, gazetted	12	112	4	3 8	5 46	1 58
Government lady teachers, non-gazetted	12	321	22 4	7 0	2 47	71
Thomson College, Roorkee, gazetted	12	18	1 7	9 4	8 56	2 47
Thomson College, Roorkee, non-gazetted	12	8	7	8 3	11 62	3 36
<i>Medical Department</i>						
Gazetted officers	11	101	4	3 7	1 97	59
Non-gazetted officers	11	264	11	3 9	1 62	48
<i>Public Health Department</i>						
Gazetted officers	12	65	75	1 2	1 12	32
Non-gazetted officers	12	75	10 10	14 1	27 91	8 06
<i>Agriculture Department</i>						
Gazetted officers	12	33	1	3 0	3 67	1 06
Clerical staff	12			2 6	47	14

## APPENDIX VIII

(Vide paragraph 201 of the Report)

COMPARATIVE STATEMENTS SUPPLIED BY THE PUBLIC SERVICE  
COMMISSION, DELHI*A—Name of Service—Superior Telegraph Engineering and Wireless  
Branches of the Posts and Telegraphs Department*

Province	1930		1931		1932		1933		1934	
	Number of candi- dates	Num- ber select- ed	Num- ber of candi- dates	Num- ber select- ed	Num- ber of candi- dates	Num- ber select- ed	Num- ber of candi- dates	Num- ber select- ed	Num- ber of candi- dates	Num- ber select- ed
			<i>A—By competition</i>							
Madras	2		6		4		4		17	
Bengal	7		11	1	3		3		13	
Bombay	7	1	16				9		10	
Punjab	10		20	1	14	2	14		22	1
United Prov- inces	6		18	2	2	1	9		23	1
Central Prov- inces			1		2		1		4	..
Bihar and Orissa									3	
Assam	1		2		1					..
Burma			1		2		2	1	2	.
Others	1		10		3		11	1	16	1
Total	34	1	85	4	34	3	53	2	110	3
	<i>B—By nomination</i>									
United Prov- inces.	Information regarding appointments by nomination is not available with the Public Service Com- mission				Nil		Nil		Nil	
Other Prov- inces					1		1		1	
					1		1		1	
	<i>C—Combined figures for A and B</i>									
United Prov- inces					1		Nil.		1	
Total for the rest of India	As in (B) above				2		2		2	

*B—Name of Service—Indian Railway Service of Engineers and  
Indian Service of Engineers*

Province	1930		1931		1932		1933		1934	
	Num-ber of candi-dates	Num-ber select-ed	Num-ber of candi-dates	Num-ber select-ed	Num-ber of candi-dates	Num-ber select-ed	Num-ber of candi-dates	Num-ber select-ed	Num-ber of candi-dates	Num-ber select-ed
			<i>A—By competition</i>							
Madras	11	.	31	4	Examination not held	Examination not held			23	
Bengal	22	2	34	1					13	
Bombay	20	4	49	4					10	
Punjab	29	3	72	11					24	2
United Prov- inces	22	4	43	4					23	
Central Prov- inces	1								5	
Bihar and Orissa	2		4						4	
Assam	1		4							
Burma			2						3	
Others	7		19						17	1
Total	115	17	258	24					122	3

	<i>B—By nomination</i>				I R S E only	
United Prov- inces	}	Information regarding ap- plicants by nomination is not available with the Public Service Commis- sion		No examination was held	No appointment was made by nomination	
Other provin- ces						

	<i>C—Combined figures for A and B</i>				In 1934	
United Provin- ces.	}	As in (B) above		No examination was held	Nil	
Total for the rest of India						
					3	

*C—Name of Service—Transportation (Traffic) and  
Commercial Departments*

Province	January, 1935		1931		1930	
	Number of candi dates	Number select- ed	Number of candi dates	Number select- ed	Number of candi dates	Number select- ed
	<i>A—By competition</i>					
Madras	27	3	17	4	8	2
Bengal	3		8		10	
Bombay	2		12	1	8	
Punjab	9	1	12	3	8	
United Provinces	29	1	16	2	9	
Central Provinces	9		6		5	4
Bihar and Orissa	5		4		4	
Assam			2		1	
Burma			1		1	
Others	17		2		1	
Total	101	5	80	10	55	6

*B—By nomination*

One candidate from United Provinces was appointed by nomination

Information regarding appointments by nomination in 1930 and 1931 is not available with the Public Service Commission

*D—Royal Indian Navy Examinations held since 1930*

	1932		1934	
	Appeared	Selected	Appeared	Selected
	<i>A—By competition</i>			
Madras	1		1	
Bengal	1	1	2	
Bombay	3		3	
Punjab	7	1	14	1
United Provinces	5	1	10	2
Central Provinces	2	1	1	
Bihar and Orissa			1	
Assam				
Burma	1		1	
Others	7		8	
*Prince of Wales's Royal Indian Military College, Dehra Dun	1			

*B—By nomination*

The statement is blank

\*These candidates applied through the Principal of the Prince of Wales's Royal Indian Military College and it is not possible to give the provinces to which they belonged

*E—Examinations for admission to the Royal Air Force College, Cranwell held since 1930*

	1933		1934	
	Appeared	Selected	Appeared	Selected
<i>A—By competition</i>				
Madras	3		2	
Bengal	1		3	
Bombay	3		6	
Punjab	10	1	16	1
United Provinces	6		4	1
Central Provinces	1		1	
Bihar and Orissa				
Assam	1			
Burma			2	
Others	15	1	5	
Prince of Wales's Royal Indian Military College, Dohra Dun	1	1		
<i>B—By nomination</i>				
The statement is blank				

\*These candidates applied through the Principal of the Prince of Wales's Royal Indian Military College and it is not possible to give the provinces to which they belonged

*F—Statistics of direct recruitment to All-India and Central Services made by or with the advice of the Public Service Commission, India, in the years 1930 to 1934*

*Name of Service—INDIAN AUDIT AND ACCOUNTS SERVICE*

Serial number	Province	1930		1934		Total	
		Number of candidates	Selected	Number of candidates	Selected	Number of candidates	Selected
<i>A—By competitive examination</i>							
1	Madras	45	1	25		70	1
2	Bombay	4		6		10	
3	Bengal	23		16		39	
4	United Provinces	34	2	21	2	55	4
5	Punjab	34	1	21	1	55	2
6	Central Provinces	3		2		5	
7	Bihar and Orissa	7		1		8	
8	Assam	5				5	
9	Burma	2		1		3	
10	North-West Frontier Province			1		1	
11	Others	41	1	33	2	74	3
	Total	198	5	127	5	325	10
<i>B—By nomination (on the basis of competitive examination)</i>							
	United Provinces		3				3
	Total (rest of India)		2		1		3
<i>C—Combined figures for A and B</i>							
	United Provinces		5		2		7
	Total (for the rest of India).		5		4		9

*C—Statistics of direct recruitment to All-India and Central Services made by or with the advice of the Public Service Commission, India, in the years 1930 to 1935*

*Name of Service—INDIAN CIVIL SERVICE*

Province from which recruited	1930		1931		1932		1933		1934		1935		Total		Remarks
	Num-ber of can-didates	Num-ber of selec-ted	Num-ber of can-didates	Num-ber of selec-ted	Num-ber of can-didates	Num-ber of selec-ted	Num-ber of can-didates	Num-ber of selec-ted	Num-ber of can-didates	Num-ber of selec-ted	Num-ber of can-didates	Num-ber of selec-ted	Num-ber of can-didates	Num-ber of selec-ted	
1	2	3	4	5	6	7	8	9		11	12	13	14	15	16
<i>A—By competitive examination</i>															
Madras	36	4	32		42	2	47	1	51	2	35		243	9	
Bengal	20		13		15		11		17		7		83		
Bombay	8		8		5		9		12		8		50		
The Punjab	34	1	45	3	51	1	43		39		23	1	235	6	
United Provinces	38	1	43	6	70	1	47	1	36	2	26	3	260	14	
Central Provinces	6		3		5		1		2		4		21	1	
Bihar and Orissa	9	1	9		12		11		12		6		59		
Assam	2				1		5		1		1		10		
Burma	16	5	14	5	17	3	19	3	27	3	21	2	111	21	
Others	21	1	24	2	29	1	36	2	25		21		156	6	
Total	190	13	191	16	247	8	229	7	222	7	152	6	1,231	57	
<i>B—By nomination</i>															
United Provinces		2		1		2				1				6	
Total for the rest of India		3		1		2				1		2		9	
<i>C—Combined figures for A and B</i>															
United Provinces		3		7		3		1		3		3		20	
Total for the rest of India		15		11		9		6		6		5		52	

NOTE—The first sub-column for each year is for the total number of candidates who sat for the competitive examination in that year, the second sub column is for the number of candidates, if any, who were selected



*H—Statistics of direct recruitment to All-India and Central Services made by or with the advice of the Public Service Commission, Delhi, in the years 1930 to 1935*

*Name of Service—INDIAN POLICE.*

Provinces from which recruited	1930		1931		1932		1933		1934		1935		Total		Remarks
	Num-ber of candi-dates	Num-ber of selec-ted	Num-ber of candi-dates	Num-ber of selec-ted	Num-ber of candi-dates	Num-ber of selec-ted	Num-ber of candi-dates	Num-ber of selec-ted	Num-ber of candi-dates	Num-ber of selec-ted	Num-ber of candi-dates	Num-ber of selec-ted	Num-ber of candi-dates	Num-ber of selec-ted	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Bengal															
Bombay	6	1	19	1	30	2	20	2	32	3	42	2	143	10	
Punjab			6	1	11	1	4	1	5	1	10	1	42	6	
United Provinces	20	2	21	1	44	2	29	1			15	1	36	2	
Central Provinces	5	1	22	1							9	1	124	7	
Bihar and Orissa	13	1	7	1									12	2	
Assam							10	1	11	1	7	1	41	4	
Burma			3	1	5	2	7	1	8	1	8	1	7	1	
North-West Frontier Provinces									5	1			24	5	
Total	44	5	78	6	90	7	70	6	61	7	91	7	134	38	
<i>B—By nomination (on the basis of competitive examinations)</i>															
United Provinces															
Total for the rest of India	12	1	10	1	16	2	16	2	11	1	5	2	11	1	
<i>C—Combined figures for A and B</i>															
United Provinces	20	2	22	1	44	2	29	1	11	1	9	1	135	8	
Total for the rest of India	36	4	66	6	62	7	57	7	72	8	87	8	380	40	

NOTE—Figures for the year 1935 are based on the data available in office

The examination for the year 1935, is not yet complete

NOTE 1.—The first sub-column for each year is for the total number of candidates who sat for the competitive examination in that year, the second sub-column is for the number of candidates, if any, who were selected

*I—Statistics of direct recruitment to All-India and Central Services made by or with the advice of the Public Service Commission, Delhi, in the years 1930 to 1935*

*Name of Service—EXAMINATION FOR ADMISSION TO THE INDIAN MILITARY ACADEMY, DEHRA DUN, HELD SINCE 1930*

Province from which recruited	1932			1933				1934			1935			
	July		October	March		October		March		October		March		
	Num-ber of candi-dates	Num-ber selec-ted	Num-ber of candi-dates	Num-ber of candi-dates	Num-ber of candi-dates	Num-ber of candi-dates	Num-ber of candi-dates	Num-ber of candi-dates	Num-ber of candi-dates	Num-ber of candi-dates	Num-ber of candi-dates	Num-ber of candi-dates	Num-ber of candi-dates	
			<i>A—By competitive examination</i>											
Madras	2		4	1	4	7	4				2	5		
Bengal	1		8		3	5	4					7		
Bombay	3		13		6	13	9					8		
Punjab	43	6	75		42	86	39	6				64	7	
United Provinces	5		35		17	31	10	2				20	2	
Central Provinces	4		4		6	6	3	3				2		
Bihar and Orissa	1		2		2	4						1		
Assam			1		1	2								
Burma	2				1	2	2					2		
Others	17		37	4	38	45	16	2				17	3	
*Prince of Wales's Royal Indian Military College	10	6	7	1	5	4								
			<i>B—By nomination</i>											
United Provinces	5		35	17	17	31	10	1				20		
Others	83	3	151	3	108	170	77	3				106	4	
			<i>C—Combined figures for A and B</i>											
United Provinces	5		35	17	17	31	10	3				20	2	
Others	83	15	151	15	108	170	77	13				106	14	

\*Those candidates applied through the Principal of the Prince of Wales's Royal Indian Military College and it is not possible to give the provinces to which they belonged

NOTE 1.—The first sub-column for each year is for the total number of candidates who sat for the competitive examination in that year; the second sub column is for the number of candidates, if any, who were selected

*J—Candidates appointed to the First Division of the Government of India Secretariat on the results of the Ministerial Service (I and II Divisions) Examinations held in 1931 and 1933, arranged according to Provinces*

Provinces	Number appointed on the results of the examination held in 1931	Number appointed on the results of the examination held in 1933
Madras . . .	3	8
Bengal ..	..	1
Bombay . . .	.	
The Punjab	-	1
The United Provinces	.	±
The Central Provinces		
Bihar and Orissa	.	
Assam ..		
Burma ..	.	
Others .	1	1

\*Including Madras States

# APPENDIX IX

(Vide paragraph 325 of the Report)

Comparative statement showing the percentage of passes in the various examinations of the Allahabad University.

(1) Before the reorganization of the University in 1921

(2) After the reorganization with Mofassil colleges still affiliated to it

(3) After the separation of the Mofassil colleges

Year	LL M	LL B Final	LL B Previous	MA Final	MA Previous	M Sc Final	M Sc Previous	LT	BA	B Sc	Intermediate	Matriculation	Final Gr A	M B B, Grade B	First B Sc	B Sc	Commercial Certificate	M D	B Com I	B Com II	B A III Year Honours	B A II Year Honours	B Sc Ag
Before the reorganization under the New Act	1917 1918 1919 1920	0 0 0 0	77 52 72 58	79 60 68 54	74 75 72 54	62 49 73 59	88 65 66 68	72 81 82 72	60 86 88 91	42 31 32 32	41 40 47 21	43 48 44 42	28 21 36 33	100 100 75 100	71 100 100 100	74 57 81 70	26 62 37 42	50 40 41 23	75				
Average		65	65	69	61	72	77	81	35	37	44	30	94	93	71	42	39						
With external side	1924 1925 1926 1927	0 0 0 0	85 87 84 72	51 73 34 62	76 82 85 88	60 66 76 73	88 78 68 82	71 100 81 83	88 61 97 97	54 61 60 61	71 61 75 76								78 57 54 65	100 70 91			
Average		82	56	83	69	79	84	94	59	71									63	87			
Purely Internal, i.e. without the Mofassil colleges	1931 1932 1933 1934	0 0	93 52 88 82	91 73 84 80	92 93 90 94	B A III Year 85 80 82 83	85 96 93 93	71 84 78 92	69 67 71 68	72 67 67 83									61 82 93 100	91 94 91 93	100 93 91 96	79 71 66 61	100
Average		79	82	92	82	92	81		69	72									85	93	95	70	100

## (B)—SCHOLARSHIPS

(a)

*Statement showing the different kinds of scholarships and stipends that are awarded by the Education Department*

## (1) UNIVERSITY EDUCATION

Name of scholarship	No.	Rate per month	Period of availability	Amount provided for 1935-36
		Rs		Rs
1. Teachers' Training College attached to the Benares Hindu University.	20	20*	10 months	4,667
2 Teachers' Training College attached to the Aligarh Muslim University.	20	20*	Do	4,667
3 Teachers' Training College attached to the Isabella Thoburn College, Lucknow	3	20	9 months	540
4 Post Acharya	6	20	3 years	4,320
5 Post-graduate scholarship for depressed classes	1	20	22 months	440
6 B A , B Sc scholarship for depressed classes	2	15	Do	660
7 Lump provision for honours' course students for the B A , B Sc scholarship holders				3,000
8 Degree scholarships for Europeans	6	35	20 months	4,200
9 B Se scholarship	9	20	2 years	4,320
10. B A scholarship	12	20	Do	5,760
11 B Com scholarship	2	20	Do	960
12 B A , B Sc stipends one each in each degree college	2	20	20 months	6,400
13 B A , B Sc scholarships for girls	2	20	2 years	960
14 Sanskrit scholarships	60	5	1 year	3,600
15. Anglo-Sanskrit scholarships	Not fixed		Do ..	840
16 Kumaun Centenary	5	30	33 months	4,950
			Total	50,284

In the case of the Universities of Allahabad, Lucknow and Agra the grants allowed by the Government towards expenditure on the Universities in 1934-35 of scholarships of the total amounts noted below :

University of Allahabad	Rs 25,000
University of Lucknow	33,664
University of Agra	8,600
Total	67,264

\* From July, 1935, the value has been reduced from Rs 30 to Rs 20 per mensem

## (II) PROFESSIONAL COLLEGES

Name of scholarship	No	Rate per month	Period of availability	Amount provided during 1935-36
<i>Training College Stipends</i>		Rs		Rs
Allahabad Training College	{ 22 48	15 12	{ 10 months	9,060
Lucknow Training College	22	12	22 months	5,808
Agra Training College	22	12	Do	5,808
<i>Thomason Civil Engineering College, Roorlee</i>				
Civil Engineering class	16	50	9 months	7,200
Overseer class	16	25	Do	3,600
Draftsman class	12	4	Do	432
Technical scholarship tenable at Engineering, Commercial and Agricultural Institutions	3	50	3 years	3,600
			Total	35,508

## (III) SECONDARY SCHOOLS

Name of scholarship	No	Rate per month	Period of availability	Amount provided during 1935-36
		Rs		Rs
1 Intermediate scholarship	48	16	2 years	18,432
2 Intermediate stipends for Government Intermediate Colleges	8	16	Do	3,072
3 Intermediate scholarships for girls	6	16	Do	2,304
4 Intermediate scholarships for depressed classes	4	10	Do	960
5 Intermediate scholarships in each aided Intermediate College	23	16	Do	8,832
6 High School stipends	240	10	Do	57,600
7 High School stipends for female teachers	4	30	48 months	5,760
8 High School stipends for depressed classes				
For Classes III and IV	*14	2	One year	} 2,352
For Classes V and VI	*14	3	Do	
For Classes VII and VIII	*14	1	Do	
For Classes IX and X	*14	5	Do	
9 High School scholarship for European (boys)	12	25	18 months	7,400
10 High School scholarship for European (girls)	3	40	30 months	3,600
11 High School scholarship for European (girls)	9	25	20 months	4,500
12 Middle scholarship for European (boys)	12	10	2 years	2,880
13 Middle scholarship for European (girls)	12	10	Do	2,880
14 Upper Middle scholarship	59	5	Do	8,280
15 Lower Middle scholarship	57	4	Do	5,472
16 Upper Primary	57	3	Do	4,104
17 Kumaun Centenary scholarship	5	20	Do	2,400
18 Anglo-Vernacular Middle scholarship for girls	30	8	Do	} 9,840
		10	Do.	

\* Eight stipends, 2 for each stage are allotted to each of 7 Inspectors Educational Circles

## (III) SECONDARY SCHOOLS—(concluded)

Name of scholarship	No	Rate per month	Period of availability	Amount provided during 1935 36
		Rs		Rs.
19 Special scholarship and stipends for prospective women teachers	2	15	} 2 years	4,032
Ditto	2	10		
Ditto	8	6		
Ditto	9	5		
Ditto	5	5		
20 Language proficiency stipend to girls	4	10	Do.	960
21. Scholarship tenable at the Husamabad High School, Lucknow.	Not fixed			2,160
22 Stipends to female teachers	6	8	22 months	1,056
23 Scholarship to the children of deceased Indian and Anglo-Indian soldiers				8,000
24 Two scholarships in each district to depressed class boys	96	7	4 years	29,568
25 Vernacular Final scholarships	100	6 for 3 years	} 5 years	40,800
		8 for 2 years		
26. Vernacular Middle School stipends for depressed classes	432	2	3 years	10,368
27. Vernacular Lower, Middle scholarship for girls	6	8 for 4 years	} 6 years	3,744
		10 for two years		
28. Stipends to candidates joining Training class at Ghora Gali	4	50	22 months	4,400
29. Stipends to women candidates joining the Training classes attached to All Saints' Diocesan College, Naini Tal, and Woodstock College, Mussoorie	3	40	30 months	3,600
Ditto	7	30	20 months	4,200
30 Stipends at the Preparatory Training class at all Saints' Diocesan College, Naini Tal	4	30	Do.	2,400
31. Stipends to the sons of artisans	..	.	.	*864

\* This is on account of old stipends The stipends for artisans' sons were abolished in 1931



## (IV) SPECIAL SCHOOLS

Name of scholarship	No	Rate per month	Period of availability	Amount provided during 1935-36
		Rs		Rs
Primary scholarships				2,304
Scholarships in Model Girls' Schools attached to Girls' Normal Schools				2,200
Scholarship at the Lady Irwin College, Delhi, for training women teachers in home science,	2	70	9 months	450
E. T. C. stipends for training to prospective women teachers in aided training classes for girls	28	<div><div>3</div><div>at Rs 30</div><div>25</div><div>at Rs 20</div></div>	22 months	12,980
V. T. C stipends for training as teachers to girls in aided training classes	35	<div><div>1</div><div>at Rs 15</div><div>34</div><div>at Rs 12</div></div>	Do	9,306
P. T. C. stipends for training as teachers to girls in aided training classes	12	10	Do	2,640
Training class attached to the Stri Sudhar Vidyalaya, Bareilly				
Training class stipends	6	10	One year	} 1,920
Primary section	6	10	Do.	
Training of widows in primary section	5	8	Do	
FOREIGN SCHOLARSHIPS				
One scholarship, including cost of one "B" grade passage at £74 and tuition fee to a lady graduate for training in western methods of education.	1	£216 per annum	19 months	£476*

\*Part in United Provinces budget and part in High Commissioner's budget

## (v) PRIMARY SCHOOLS

Name of scholarship	No	Rate per month	Period of availability	Amount provided during 1935-36
		Rs.		Rs.
1 Scholarships to encourage wives and female relations living under the care of teachers to qualify themselves as teachers	-		.	6,040
2 Vernacular Girls' School scholarships				17,000
3 Vernacular Lower Middle scholarships for girls	6	8	2 years	1,152
4 Stipends for depressed classes		Rs a p		
Class I	700	0 6 0	One year	} 14,700
„ II	700	0 6 0	Do	
„ III	700	0 8 0	Do	
„ IV	700	0 8 0	Do	

(b)

*Statement showing the amounts spent by the District Board in the United Provinces on scholarships and stipends under the various kinds of institutions for the year 1933-34*

		Rs
1. Vernacular middle schools	..	18,901
2 Training school, (stipends)	..	57,905
3 Primary schools	.	74,878
4 Islamia primary schools and maktabas	.	1,129
5. Depressed class education		13,573
6 Female education		2,324
7. Compulsory Primary Education		646
		<hr/>
Total		1,69,356
		<hr/>

(c)

*Statement showing amount spent by each Municipal Board on payment of scholarships to school boys for education during 1934-35*

Municipal Board	Amount	Municipal Board	Amount
	Rs a.		Rs a.
1. Dehra .	Nil	25 Etah	Nil
2 Mussorie .	Nil	26 Soron . .	154 0
3 Saharanpur	70 0' (for technical training)	27 Kasganj ..	Nil
4 Hardwar Union	239 4'	28 Jalesar	Nil
5 Deoband	Nil	29 Bareilly	Nil
6 Roorkee .	57 0'	30 Bijnor	Nil
7 Muzaffarnagar ..	Nil	31 Chandpur, Siao .	60 0
8 Karāna ..	Nil	32 Dhampur .. ..	60 0
9. Baraut .. ..	Nil	33 Nagina . ..	60 0
10. Meerut .. .	Nil	34 Najibabad ..	60 0
11. Ghaziabad ..	Nil	35 Budaun .. ..	152 0
12 Hapur	Nil	36 Ujhani .. ..	Nil
13 Bulandshahr .	360 0	37 Sahaswan	Nil
14 Khurja . .	120 0' (for technical training)	38 Moradabad	134 0
15 Sikandrabad ..	Nil	39 Chandausi	Nil
16 Koil (Algarh) .	120 0	40 Amroha	Nil
17 Hathras .. ..	Nil	41 Sambhal .. .	73 0
18. Atrauli .. ..	Nil	42 Shahjahanpur	3,294 0
19. Sikandra Rao ..	Nil	43 Tilhar .	120 0
20 Muttra . .	Nil	44 Pilibhit .	92 0
21 Brindaban .	Nil	45 Bisalpur	128 0
22 Agra .. .	583 8	46 Fatehgarh-cum-Farrukhabad	Nil
23 Firozabad .	Nil	47 Etawah ..	282 0
24 Mampur .	Nil	48 Cawnpore . .	1,800 0
		49 Kanauj ..	Nil
		50 Fatehpur	Nil
		51 Allahabad ..	500 0

Municipal Board				Amount	Municipal Board				Amount
				Rs a					Rs a.
52	Jhansi	..	..	Nil	68	Kashipur	.		Nil
53	Mau	..	.	72 0	69	Lucknow	..	..	1,595 13
54	Lalitpur	.	.	28 0	70.	Unao	..	..	120 0
55	Oran	.		Nil	71	Rae Bareilly	..		8 0
56	Kalpna	.		Nil	72	Sitapur	..	..	32 0
57	Kuneh	..		Nil	73	Khairabad	.		Nil
58	Banda	..	..	278 0	74	Hardoi	..		Nil
59	Benares	.	.	24 0 (for technical training)	75	Shahabad			45 0
60	Mirzapur	..		788 0	76	Sandila	.		Nil
61	Jaunpur	..		Nil	77	Lakhimpur			501 0
62	Ghazipur	..		Nil	78	Fyzabad	..		348 0
63	Ballia	..	.	Nil	79	Tanda	.	..	Nil
64	Gorakhpur	..	.	Nil	80	Gonda	..		300 0
65	Azamgarh	..	.	Nil	81	Balrampur	..		Nil
66	Almora	..	.	Nil	82	Bahraich	..	..	Nil
67	Nami Tal	..	.	120 0 (for technical training)	83	Sultanpur	.	.	Nil
					84	Bela (Partabgarh)	.		78 0
					85	Nawabganj (Bara Bank)			Nil

## APPENDIX X

*Classified statement of unemployed educated youths in the United Provinces who gave information of their unemployment*

A notice was issued and given wide publicity, asking unemployed educated young men to furnish particulars of their age, qualifications, date of passing the highest examination and efforts made to seek employment, to the Secretary by the 15th December, 1934. As the response thereto was not satisfactory, the time was extended up to the 31st of January and a second notice was circulated in sufficient number through

(1) all heads of departments, (2) all District Officers, (3) all District Judges, (4) all Chairmen, Municipal Boards, (5) all Chairmen, District Boards, (6) all Inspectors of Schools, (7) all Principals of Intermediate colleges, (8) the Vice-Chancellors of the Universities of Agra, Lucknow, Allahabad, Benares and Aligarh, (9) all the Leading English and Vernacular papers, (10) all Bar Associations, (11) all Zamindars' Associations, (12) all Chambers of Commerce, and (13) several other bodies and associations as well as individuals.

It was made clear in the body of the notice that the information was wanted only for statistical purposes and that the Committee should not be understood to encourage any kind of expectation on the part of any individual.

The result of this was that replies were received from or concerning 3,111 young men only.

These are given in tabular form according to qualifications, age, district or length of unemployment. It is, however, not believed that all those in the province, who ought to have received the notice did receive it, or that they all cared to send their names, knowing as they did that they had nothing to expect thereby. It is, however, significant to note that almost all intimations received, with very few exceptions, ended with a prayer for being provided some job, if opportunity offered itself.

TABLE I

*Statement showing the number of unemployed educated youths according to their degrees or diplomas*

M A.'s and M Sc 's	B A 's and B Sc 's	Inter- mediate	High School	Vernacu- lar Final	Technical Diploma holders	Oriental Diploma holders	Total
26	131	49	949	1,643	53	260	3,111

TABLE II

*Statement showing the number of educated youths unemployed since passing the highest examination in different years*

	Before 1928	1928	1929	1930	1931	1932	1933	1934	Year not known	Total
M.A.'s and M.Sc.'s .. ..	2	1	1	4	5	3	5	5	..	26
B.A.'s and B.Sc.'s .. .	5	8	7	16	14	28	26	27	..	131
Intermediates	5	3	7	5	7	5	5	12	..	49
High School .. .	75	20	44	62	178	203	126	151	90	949
Vernacular Final Examination	150	149	185	216	210	121	146	269	197	1,643
Technical Diploma holders ..	.	4	2	1	4	2	7	8	25	53
Oriental Diploma holders .	20	22	27	27	27	38	32	36	31	260
Total	257	207	273	331	445	400	347	508	343	3,111

TABLE III

*Statement showing the number of educated unemployed by age*

Diplomas	Below 21 years	Between 21 and 23 years	Between 23 and 25 years	Between 25 and 27 years	Between 27 and 29 years	Above 29	Age unknown	Total
M A 's and M Sc.'s		6	2	3	4	4	7	26
B.A.'s and B Sc.'s ..	.	20	16	23	21	20	31	131
Intermediate .	3	4	5	9	6	6	16	49
High School passed .	110	138	171	139	149	103	139	949
Vernacular Final passed .	252	181	169	108	132	165	636	1,643
Technical Diploma holders	5	5	8	3	1	1	30	53
Oriental Diploma holders	9	15	22	28	15	12	159	260
Total	379	369	393	313	328	311	1,018	3,111



TABLE IV

*Statement showing the number of unemployed educated youths by districts in the United Provinces*

Name of district	M A's and M Sc.'s	B A's and B Sc.'s	Inter- medi- ates	High School passed	Ver- nacu- lar final	Techni- cal Dip- lo- ma hol- ders	Orien- tal Dip- lo- ma hol- ders	Total
Aligarh .. .	2	5		19	21	14		61
Agia .. .	1	6	1	81	45			134
Allahabad .. .	3	6	5	138	78			230
Azamgarh .. .		7		4	18			29
Almora .. .				4	33			37
Bulandshahr .. .	1	3	5	33	18			60
Bareilly .. .			1	25	55			81
Bijnor .. .				10	26			36
Budaun .. .		2	1	4	29			36
Banda .. .		2	2	27	49		3	83
Benares .. .	1	2	2	94	102	.	100	301
Ballia .. .		1		13	23			37
Bahraich .. .				8	19		.	27
Bara Banki .. .		2		4	17			23
Basti .. .		2	1	43	79			125
Cawnpore .. .	..	6	2	23	75			106
Dehra Dun .. .	..	1	1	3	41	.	12	58
Etah .. .	2	4	1	5	15	.		27
Etawah .. .	1			11	21	..	..	33
Fairukhabad .. .	.		1	15	13			29
Fatehpur .. .		1		5	11			17
Fyzabad .. .		2	1	27	19	14	10	73
Ghazipur .. .		1		17	10			28
Gorakhpur .. .	1	8	3	21	55			88
Garhwal .. .		2		1	51			54
Gonda .. .		4		12	23		5	44
Hamirpur .. .					14			14
Hardoi .. .	1	2		3	20			26
Jhansi .. .		5	1	3	19		10	38
Jalaun .. .			1	2	21			24
Jaunpur .. .	2	2	2	21	62			89
Kheri .. .				7	30			37
Muttra .. .		1		3	35		25	64
Lucknow .. .	7	7	2	17	82		35	150
Muzaffarnagar .. .		2	2	6	20			30
Meerut .. .		5	4	74	26		15	124
Mainpuri .. .				13	29			42
Moradabad .. .	2	4		6	37			49
Mirzapur .. .		3		5	25	..	..	33
Nami Tal .. .		7		4	29	.	.	40
Partabgarh .. .				7	9	..	.	16
Pilibhit .. .				2	27	.	..	29
Sultanpur .. .		1		10	25	.	.	36
Sitapur .. .	..			1	43			44
Rae Bareilly .. .		7		16	30		.	53
Saharanpur .. .		5		8	19	25	45	98
Shahjahanpur .. .			1	6	35		..	46
Unao .. .				12	26	..	.	38
Others (out of United Provinces).	2	17	5	76	34	.	.	134
<b>TOTAL ..</b>	<b>26</b>	<b>131</b>	<b>49</b>	<b>949</b>	<b>1,643</b>	<b>53</b>	<b>260</b>	<b>3,111</b>

APPENDIX XI

*Statement showing Important Statistics for certain countries by Dr GIRWAR SAHAI*

Serial number	Country	Occupations			Industries		National income per head	Percentage of—		Literacy	Public health		Transport per 10,000 of total population		Remarks
		Agriculture	Industry and Commerce	Public Service	Per worker	Per head of total population		Imports of manufactured goods to total imports	Exports of raw materials to total exports		Deaths	Births	Railway mileage	Road mileage	
		Per cent	Per cent	Per cent	Rs	Rs	Rs	Per cent	Per cent	Per cent	Per mille	Per mille	Miles	Miles	
1	2	3	4	5	6	7	8	9	10	11	12	13	15	16	17
1	India	*66.4	*16.8	1.2	*265	*12	82	*71	41.7	*8.5	24.5	32.9	1.2	7	*Under industrialized.
2	United States	21.5	56.2	2.2	6,327	721	2,053	27	41	74.5	11.3	18.9	21.2	245	
3	Great Britain	6.7	67.9	5.9	2,500	412	1,092	22	16.2	76.1	12.5	16.3	4.6	41	Over industrialized
4	Canada	27.55	42.6	2.9	7,617	470	1,268	59	25.6	71.6	10.7	23.9			
5	Germany	30.3	57.7	2.0				16	17.9	80.5	11.1	17.5			
6	France	37.85	50.3	2.2			636	19	23.3	80.1	16.3	17.4			
7	Japan	48.3	39.7	7.0	1,761	158	271	14	43.7	71.7	18.17	32.35			

**Explanatory Note to the Statistical Chart by Dr. Girwar Sahay, M.A.,  
Ph.D. (London)**

THE true cause of unemployment is the lack of balance and co-ordination between workers and occupations in the national economy of any country. It is a case of mal-adjustment,—social and economic. Speaking of this, Sir Arthur Salter says that “there is no absolute surplus (of workers) independent of the defects of the economic system. . . . The surplus is only relative to the character and the working of the system of currency and credit and custom and commercial policy under which world trade is conducted.”

The truth is that for a country to have sound economics, its social and economic life should be so organized and regulated as to provide scope and opportunity for work for all its nationals and to insure to them an equitable distribution of work, wealth and leisure.

International statistics and conditions are difficult to compare accurately, firstly, due to the paucity of materials and data, which is most marked in the case of India, more especially in the case of the United Provinces, and, secondly, for lack of uniformity in the methods of their treatment and compilation in different countries, still, such as they are, they are useful and invaluable in providing the only available basis of international comparisons and in giving a bird's eye view of the economic positions of different countries. Strict accuracy of the statistics mentioned in the chart hereto appended can hardly be expected, but they do indicate fairly correctly the trend of economic affairs and are the nearest available approximations to conditions existing in different parts of the world, they thus provide a fairly sound, and the best available basis for drawing broad conclusions in regard to economic and other matters prevailing in different countries.

A good many of the important figures are not available for the United Provinces, namely, columns 6 to 10, specially regarding the value of industrial out-put and *per capita* income, but all-India figures may be taken to be as not unrepresentative of the United Provinces which was justly described by the last statutory commission as “perhaps the most typically Indian of all the provinces of India.” The proportion of rural to urban populations in both cases is very nearly the same, namely 9 to 1.

The figures speak for themselves. A perusal of the chart reveals the following points

Columns 3 and 4 give the distribution of workers in agricultural and industrial pursuits in different countries. The unfortunate fact is that the occupations of the people are the most ill-balanced nearest home in the two countries, India and the United Kingdom. Columns 3 to 10 unquestionably prove that India is not enough developed industrially. India is industrially backward or “under-industrial” and “over-agricultural” with too many people living on agriculture.

\* Arthur Salter, *Recovery*.

+ Omd 3568, Indian Statutory Commission Report, 1930

as a "sweated industry" which to the majority of workers provides at best only a poor and precarious living. England provides the opposite instance of an "over-industrial" country. The consequence in both cases is the same, namely, an insecure, unstable and unbalanced national economy, fraught with dangers economic, political and social.

Industrial development evidently, therefore, offers not only the best hope and solution of the unemployment problem in India, but it will at the same time increase the national dividend and insure a more well-balanced and sounder national economy. The numbers at present employed in industries in India, viz., 16.8 per cent of the working population could easily be increased to about 30 per cent, considering the presence of raw materials in the country and a vast home market (*vide* Reports of the Indian Industrial and Fiscal Commissions). Proper industrial development of the country would give employment to over 100 lakhs persons more and would thus reduce the excessive pressure of population on the land.

Column 5 gives 3.7 per cent as the average of those employed in public services in the other six countries mentioned in the chart, which might suggest the trebling of the present Indian figure, that is only 1.2 per cent, still it should not be forgotten that public services could not be expected to employ more than, relatively speaking, a very small proportion of the entire population.

Columns 6 and 7 show our low industrial production, which has already been emphasized. This must be increased by a more rapid and systematic development of national industries, large, medium and small, and by increasing the efficiency and skill of the Indian worker by better training and education.

Column 8 states our very low national income per head, which must be increased by all-round better economic organization of the country's vast resources in men and materials.

Columns 9 and 10 stating our imports of manufactured goods and export of raw materials, which implies their re-import into the country as finished products, again point out to the need of the country's systematic industrial development and the desirability of converting our raw materials into finished products at home.

Columns 11 to 16 show India's appalling backwardness in matters of education, public health and communications. There is immediate and urgent need of a more liberal policy in developing all these as well as the agricultural, co-operative and rural development services, if we are to make life worth living in this land of 700,000 villages.

The necessity of undertaking and putting into execution sound national policies in matters of education and economic development

\* Some people are left wondering whether the two countries, namely, India and England, could balance each other economically. It may be stated that narrow national, economic, political and racial differences and jealousies stand in the way of proper international adjustments, not only between India and England, but among all the other nations of the world.

is urgent and obvious. The problem should really be tackled at both ends simultaneously, viz., by providing better "tuition" for our young men and thereby fitting them for life's work, as well as by "development" plans covering the entire national economy of the country, especially its industrial and commercial sides. Better tuition and systematic economic development must go hand in hand, for, obviously, the one without the other will not do.

Reform in our educational system as well as the setting up of Provincial and National Development Departments and Economic Councils as suggested by Sir M. Visvesvaraya, must be taken up without any further delay. Stressing the need of the latter, Sir M. Visvesvaraya says "A body with a plan, however much we may dislike it for particular reasons, is preferable to a group sauntering down the road, complaining of the economic weather and wondering when the rain will stop."

The problem is indeed huge and complicated, and no set of individuals however high and qualified, is competent to deal with the problem that is staggering us in the face with its "many-sidedness" { the modern state with its growing functions, opportunities and powers } is the only body that can deal with it fully, adequately and properly. The United Kingdom Liberal Industrial Inquiry Committee must have felt the same when they recommended that "the whole business of able-bodied poor (and unemployment) relief should be taken over by the State"†

Unemployment insurance, benefits, exchanges and other similar schemes, though useful and necessary in their own places, are after all but partial and mere palliatives, inadequate to solve the grave issues before us, "the proper way of dealing with unemployment is, as in the case of any other disease, to remove its (root and fundamental) causes"‡. To let things drift is to sow the seeds of political and economic crime. In the words of John Stuart Mill, "Since the State must necessarily provide subsistence for the criminal while undergoing punishment, not to do the same for the poor who have not offended is to put a premium on crime." The State which claims sovereignty over the persons and properties of its nationals, is bound to provide them with food and work.

\* M. Visvesvaraya, *Planned Economy for India*

† *Britain's Industrial Future*, being the Report of the Liberal Industrial Inquiry Committee of Great Britain, 1923

‡ *Ibid*

